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Metropolitan Toronto *Urban Renewal Study*



STAFF REPORT FOR THE METROPOLITAN TORONTO PLANNING BOARD
AUGUST, 1966

METROPOLITAN TORONTO URBAN RENEWAL STUDY

E R R A T A

Summary

✓Page iii	Item 9	Line 6	Should read "which is <u>aimed</u> "
✓Page iv	Item (d)	Line 1	Should read " <u>These</u> are relatively"
✓Page vii	Item (d)	Line 4 2nd para.	Should read "rental housing <u>or</u> who cannot"

Recommendations

✓Page xvii	Item 26(b)	Line 2	Should read "Recommendations <u>18</u> , 24 and 25 above"
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Chapter I

✓Page 1		Line 9	Should read " <u>1953</u> "
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Chapter III

✓Page 13	2nd last para.	Line 4	Should read "aspects of industrial blight—industrial properties"
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Chapter IV

✓Page 29	3rd para.	Line 2	Should read "has <u>been</u> clarified"
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Chapter V

✓Page 38	Item 3	Line 3	Should read "have been <u>determined</u> by"
✓Page 56	Item 1	4th para.	Should read " <u>1. Small manufacturing</u> <u>establishments currently</u> "
✓Page 65		Line 1	Should read "This <u>District</u> which"
✓Page 71		Line 1	Should read " <u>District E</u> is located on the near west side between downtown <u>Toronto</u> and"


Chapter VI

✓Page 79	3rd para.	Line 6	Should read "procedures for <u>initiating</u> "
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Metropolitan Toronto
Urban Renewal Study

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METROPOLITAN TORONTO PLANNING BOARD

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Commissioner of Planning
and Secretary-Treasurer
W. WRONSKI
Deputy Commissioner

August 29, 1966

Mr. C.J. Laurin, O.B.E.,
Chairman,
Metropolitan Toronto Planning Board.

Dear Mr. Laurin:

I am submitting for the consideration of the Metropolitan Toronto Planning Board the Metropolitan Toronto Urban Renewal Study. This report is the result of a study which was carried out over the past 2½ years with the cooperation of the local area municipalities, the Province of Ontario and Central Mortgage and Housing Corporation, and with the financial participation of Central Mortgage and Housing Corporation.

The report is based on an extensive research program which was carried out by a special staff employed for this purpose, under the direction of Mr. S.J. Cullers. In addition to the field surveys and background studies carried out by this staff, a number of background studies were prepared by special consultants, which are noted in the report. The permanent staff of the Metropolitan Toronto Planning Board also participated in the preparation of this report, in particular Mr. J.G. Turnbull, who was responsible for much of the material dealt with in the report, and Mr. K.J. Davies, who was responsible for the production of the report. The Board's consultant, Mr. H. Blumenfeld, also contributed to the study.

To supervise the expenditure of funds a Liaison Committee was appointed representing Central Mortgage and Housing Corporation, the Province of Ontario and the Municipality of Metropolitan Toronto. A Technical Advisory Committee was also established to secure coordination with the local area municipalities.

A great many persons and agencies cooperated in the study, and a list of the persons and agencies whose cooperation and assistance is acknowledged is included in the report. Particular acknowledgment should be given to Central Mortgage and Housing Corporation for its financial contribution of more than \$100,000 and for the helpful attitude of its officials in dealing with the administration of the study.

While much of the material in the report resulted from the work of the special study staff and the special consultants, the Metropolitan Toronto Planning Commissioner is responsible for the views expressed in the report, its conclusions and its recommendations.

Yours very truly,



E. Comay,
Commissioner of Planning.

EC/t

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ACKNOWLEDGMENTS

In addition to the elected and appointed officials of the municipalities in the Metropolitan Toronto Planning Area who cooperated in the Urban Renewal Study, the following persons and agencies were particularly helpful in carrying out the Study:

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Metropolitan Toronto Works Department
City of Toronto Buildings Department
City of Toronto Development Department
City of Toronto Public Works Department
City of Toronto Real Estate Department

Other Agencies

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Bureau of Municipal Research
Community Planning Association of Canada, Ontario Division
Dominion Bureau of Statistics
Metropolitan Toronto Housing Company
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Toronto Housing Authority
Toronto Real Estate Board
Urban Development Institute

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SUMMARY

SCOPE OF THE URBAN RENEWAL PROBLEM IN METROPOLITAN TORONTO

1. There are no serious concentrations of residential or non-residential blight in Metropolitan Toronto, but there is a widespread distribution of a moderate degree of blight in the older sections of the area. About 3000 residential structures are considered to be seriously deteriorated, and a further 6,700 structures are in poor structural condition. There are very few blocks which have many deteriorated dwellings, but many blocks in which there are a few deteriorated dwellings. Altogether there are about 140 blocks in which more than half of the dwellings were found to be in "bad" or "poor" condition, and an additional 200 blocks in which 1/5 to 1/2 of the dwellings are in this condition. Of these blocks only 25 are in suburban locations (See Map 3).
2. While there are no substantial concentrations of serious residential deterioration, there is a serious shortage of suitable housing for families with low or moderate incomes and as a result residential overcrowding has become a major problem in the older sections of the area, where it is estimated that more than 15% of the families are "doubled up" on an involuntary basis; this is about 50% greater than the ratio in the rest of the city, and about 2½ times as great as in the metropolitan area as a whole. Room overcrowding (dwellings with an occupancy of more than one person per room) is twice as great in these areas as it is in the rest of the city and in Metropolitan Toronto as a whole.
3. Many of the older commercial districts are blighted to a degree, but physical deterioration is not a serious problem. About 350 of the 22,500 commercial buildings in Metropolitan Toronto, or less than 1½%, are considered to be seriously deteriorated. The most serious commercial problem is represented by functional blight—obsolescence arising from technological changes in retailing which make the location, size or layout of existing stores inefficient for their present use, and which lead to high vacancy rates and a high incidence of marginal commercial land in many of the older commercial districts.
4. Industrial obsolescence in Metropolitan Toronto is a product of the same forces of change in age, design and function which have led to residential and commercial blight. It is reflected both in deteriorated industrial structures and in industries which have a blighting effect on their surroundings. There are about 500 blighted or blighting industrial properties in the metropolitan area, most of them located within or near residential neighbourhoods. Many of these existing industrial locations are no longer suitable for industrial purpose because competing land uses offer a greater advantage to the community or because the industrial use deters a more desirable use of

neighbouring or nearby land. At the same time there are several industries in existing industrial districts whose operations are impaired because of adjoining residences which impede industrial expansion or the provision of necessary parking or loading facilities.

5. There is a general conjunction of residential, commercial and industrial blight in three distinct geographic bands: running west from downtown along the main-line railway corridor about five miles into the Junction area; running east from downtown about six miles along the main-line railway corridor into East York and Scarborough; and in southern Etobicoke and the Lakeshore suburbs about eight or nine miles from downtown (Map 3). In addition to problems of deterioration, overcrowding and environmental blight in these areas, there are frequently inadequate public facilities and a relatively low level of public improvements, particularly inadequate sewers. Schools are frequently overcrowded, but there has been a consistent effort to provide new and improved public school facilities in these areas (Map 4).
6. There has been almost no private interest in the redevelopment of these areas, mainly because properties are very costly and difficult to assemble, and because they do not contain attractive locations for the current apartment market. Public redevelopment activities in these areas have been concentrated in two very narrow bands within a 1½-mile radius east and west of downtown, and public housing activities have been concentrated in a very small 80-acre section of the lower Don area which contains 1/3 of the 9,300 existing units of publicly-owned housing in Metropolitan Toronto (Map 4).
7. Renewal of these older areas cannot be undertaken unless there is an adequate supply of housing for the families who are now residing in substandard housing. It is estimated that there are about 3,400 dwellings which are in "bad" condition, and about 6,700 dwellings which are in "poor" condition in the proposed renewal areas. The severe shortage of housing for families and individuals with low or moderate incomes has created an effective demand for such substandard housing.
8. Physical obsolescence and neighbourhood obsolescence are found in many of the older sections of the metropolitan area, but there are no concentrations of disadvantaged minority racial groups, there is relatively little social segregation, and most residential neighbourhoods are fairly stable. The central areas house a relatively wide cross-section of the population and generate a satisfactory level of economic activity. There are minor anomalies in the distribution of land uses but the general land use pattern is reasonably satisfactory and the public and private transportation system is reasonably adequate. Furthermore the metropolitan system of government permits a fairly rational allocation of regional resources for the provision of services and facilities. Therefore, unlike the situation in many other metropolitan communities, particularly in the United States, there is no great need in Metropolitan Toronto to reverse the suburban exodus of the "non-dependent" population or substantially revise the existing land use pattern.

OBJECTIVES OF THE URBAN RENEWAL PROGRAM

9. Because of the nature of the renewal problem in Metropolitan Toronto, the required urban renewal program does *not* involve substantial public intervention in the redevelopment of the downtown area or other areas in which private activity is effective. The program *does* require a widespread effort directed at the modest improvement of many inner residential areas, which is ^{aimed} ~~aimed~~ both at the correction of present inadequacies and the prevention of future deterioration.
10. A suitable urban renewal program for Metropolitan Toronto should be directed to the following general objectives:
 - (a) Improvement of deteriorated residential neighbourhoods through a coordinated program of public and private activities involving clearance or rehabilitation of deteriorated properties, maintenance of suitable housing standards, removal of incompatible uses, and the provision of a variety of public improvements and services.
 - (b) Provision, in a variety of forms and at many locations, of housing accommodation for families and individuals with low or moderate incomes.
 - (c) Reorganization and improvement of the older industrial areas, both to facilitate the operations of existing industries and to provide space for industries displaced from residential neighbourhoods.
 - (d) Reorganization and improvement of viable commercial districts in the older sections of the metropolitan area and rational re-use of marginal commercial lands.
11. In carrying out the urban renewal program, the activities should be directed to the following specific objectives:
 - (a) Providing a geographic balance in the program, so as to check the outward spread of blight on a wide front while at the same time resolving the more intensive problems of the central city;
 - (b) Emphasizing spot clearance and rehabilitation of deteriorated structures, with major clearance being utilized only where it will provide a substantial net gain in housing accommodation for displaced residents in the same general area;
 - (c) Concentration on areas where private renewal activity cannot be foreseen and where substantial public activity is required, and mobilizing private resources to assist public renewal activity by the provision of redevelopment land and structures for rehabilitation through public acquisition and write-down, by public investment in community services and facilities, and by flexible application of zoning and building regulations in renewal areas.

RECOMMENDED URBAN RENEWAL PROGRAM

12. To meet the renewal needs of Metropolitan Toronto it is proposed that five different types of treatment program be applied across very broad sections of the metropolitan area (as illustrated on Map 6):
 - (a) *Residential clearance areas*, in which it is proposed that all existing uses be cleared for residential re-use and required an-

cillary facilities. The seven proposed residential clearance areas range in size from 10 to 28 acres and total 130 acres. They now contain about 900 dwellings, of which 3/4 are in bad or poor condition. With redevelopment these areas can accommodate about 4,150 dwellings, for a net gain of 3,250 dwellings.

- (b) *Residential spot clearance areas*, in which the proposed treatment will reinforce the residential character of areas of incipient blight and restore the residential environment to an acceptable level. The recommended treatment for these areas includes the provision of neighbourhood improvements, strict administration of housing standards, rehabilitation of houses in poor condition, and clearance of severely deteriorated houses, deteriorated commercial buildings, and blighted or blighting industries. Cleared lands are to be used for residential purposes and for required community facilities, with individual lots or groups of lots made available for private or public housing in keeping with the established character of the neighbourhood.

The residential spot clearance areas comprise the largest portion of the proposed renewal program. The recommended treatment would involve the acquisition of about 6,000 dwellings. Allowing for a reduction in overcrowding in rehabilitated dwellings, about 5,500 units would be provided in new and rehabilitated housing.

- (c) *Industrial spot clearance areas*, in which industrial development is so well established that it is not possible to maintain a satisfactory residential environment. For these areas it is proposed that all existing housing and deteriorated industrial and commercial structures be cleared, with the cleared land made available for industrial re-use, both for the expansion of existing industries and the relocation of industrial establishments removed from the residential areas. The proposed industrial spot clearance areas total 765 acres and contain about 2,400 dwellings, of which 40% are in poor or bad condition.
- (d) *Industrial maintenance areas*—There are relatively self-contained areas of mixed industrial and residential use which are in transition to a predominantly industrial or commercial character but where the existing housing is in adequate condition. Despite the general decline of the residential environment, clearance of the existing houses is not justified as long as they continue to serve a useful and adequate housing function. No direct renewal treatment is proposed for these areas, except to prevent the establishment of new housing. The proposed industrial maintenance areas total 310 acres and contain about 635 existing dwellings, of which 90% are in good condition.
- (e) *Special areas*—There are three areas for which the most suitable renewal policies cannot be determined without further detailed study. Two of these areas which are south of Queen Street have strong advantages for residential use because of their accessibility to downtown and the large number of employment opportunities in the general vicinity, but continued residential use would depend on the feasibility of developing an adequate residential environment. In the third area, directly west of downtown,

there are conflicting institutional and residential land use requirements which will have to be resolved. The three special areas total 140 acres and contain around 1,500 dwellings, half of them in good condition.

13. The proposed treatment program would cover a total area of 4,750 acres, or $7\frac{1}{2}$ square miles containing about 50,700 dwellings. The program calls for the establishment of eight large Renewal Districts (shown on Map 5 and on the District Plans at the end of Chapter 5), for which general framework plans should be prepared. The proposed Renewal Districts, of which six are in the City of Toronto and two are in the suburbs, range in size from 250 to 850 acres. The Renewal Districts do not include all of the areas in which deterioration is present or renewal action is anticipated, but only the areas requiring a comprehensive *public* renewal program. Among the areas excluded from the proposed program are Downtown Toronto, suburban sub-centres, and isolated pockets containing blighted dwellings, non-conforming uses or pre-subdivision or cottage housing.
14. The proposed Renewal Districts are divided into 24 Renewal Sectors (also shown on Map 5 and the District Plans in Chapter 5), for which detailed renewal schemes should be carried out over a 15-year period. Such schemes should include:
 - (a) The action to be taken with respect to individual properties (acquisition, clearance, public or private rehabilitation, appropriate re-use);
 - (b) Public works requirements (street changes, pavement and sidewalk improvements, sewer and water improvements, landscaping, etc.), improvements in municipal housekeeping services, and the programming of these works and services;
 - (c) Required public and semi-public facilities (including schools, welfare and social facilities, parks and shopping);
 - (d) Relocation policies and methods;
 - (e) Programming of by-law enforcement and assistance to home owners in relocation;
 - (f) A physical plan for renewal.
15. The proposed program involves the immediate preparation of District Plans for seven of the eight Renewal Districts. These plans are required to provide a suitable framework for carrying out Renewal Schemes over the next five years in eight priority Renewal Sectors, distributed across the older sections of the Metropolitan area.
16. The following general policies should be adopted with respect to the major elements of the renewal program:
 - (a) Housing

Land disposal policies in both the "residential clearance" and "residential spot clearance" areas should be directed to securing the most satisfactory balance of public housing, private rental housing and private ownership housing in each residential

Renewal Sector. The Ontario Housing Corporation should accept the responsibility for all public housing in the renewal areas and should extend its operations to include housing in the lower ranges of the middle income category, while the Metropolitan Housing Company should continue to be responsible for providing elderly persons housing. Land disposal policies should be geared to encouraging maximum participation of private builders and non-profit associations (such as churches, trade unions and housing cooperatives), by making residential land for new building available at the price of \$1,000 per replacement unit currently used for public housing in renewal areas, with necessary controls imposed on the end price or rental level.

The proposed housing program, while providing a slight surplus over the number of dwellings to be acquired for clearance or rehabilitation, will not be adequate to meet the total rehousing needs of families displaced by the renewal program, families living in "industrial maintenance areas" and families living in existing overcrowded dwellings which will not be acquired as part of the renewal program. The ultimate rehousing need in the renewal areas may run as high as 19,000 units, compared to the 11,000 units to be provided through the proposed renewal program. It is therefore essential to maintain a large program for the provision of low-rental and moderate-rental housing outside the renewal areas.

(b) Rehabilitation

In order to avoid large-scale clearance, the proposed renewal program emphasizes the rehabilitation of existing housing which is in relatively poor condition but which will have a substantial useful life if brought into repair. It is necessary to establish a realistic housing standard to which rehabilitation will be directed. Two types of rehabilitation programs are required: (a) by O.H.C. and private builders, in which the rehabilitation standard is based on the requirements for mortgage loans under C.M.H.C. guarantee, perhaps averaging up to \$8,000 or \$9,000 per unit; and (b) by present home owners, to a standard consistent with existing sound housing in the neighbourhood, at an average cost of perhaps \$2,000 to \$2,500 per unit. The former will be practical if structures for rehabilitation are sold at the same price of \$1,000 per replacement unit as applied to new housing; on this basis the end cost of a rehabilitated unit should be about half the cost of an equivalent new unit. For home owners, financial assistance will have to be made available in the form of outright grants to low income families (as in the U.S. renewal program), loans at "below market" rates, or deferred payment loans in which there is a moratorium on repayment until the property is sold by the present owner. It will also be necessary to provide expert and sympathetic field staff to provide home owners with guidance in making repairs and to make supplies and materials available on a minimum-cost basis.

(c) Housing standards by-laws

Housing standards by-laws cannot get at the central problem of overcrowding, which arises from multiple families utilizing

accommodation designed for single-family occupancy, but they are essential in preserving a minimum level of housing maintenance and are vital in a comprehensive neighbourhood improvement program. It is essential that by-law inspections be conducted on a blanket basis in all renewal areas, and that they be directed primarily toward assisting owners in making necessary repairs and assisting tenants in maintaining reasonable housekeeping practices, rather than toward the demolition of unsatisfactory housing. Buildings in which compliance is not attained should be acquired by the public authority at site value (since, being incapable of occupation, they have no rental value), and it should then be a municipal decision whether such buildings are repaired or demolished. It is necessary that the suburban municipalities requiring residential renewal—Etobicoke (after January 1967) and East York—adopt suitable housing standards by-laws, and that the City of Toronto by-law be strengthened to overcome evasive legal tactics on the part of owners and to facilitate the city itself making necessary repairs.

(d) Relocation

Satisfactory relocation of residents and industries or businesses displaced by renewal action is an essential component of the renewal program, and all moving and associated costs are properly part of the total costs of the program. Most residents, perhaps 2/3 or 3/4 of the total, will not require public housing, but there is a "human dimension" in renewal and many residents will require social services as well as advice on alternative accommodation and moving expenses. There will also be many families displaced in renewal areas because of public improvements, including school and park extensions, improved transportation facilities, etc. All such public projects in renewal areas should be undertaken as part of the overall renewal program and the resulting displacement should be handled by the urban renewal relocation machinery.

A majority of the families in the proposed renewal areas own their houses, and there is therefore a need for financial assistance to families who are not readily relocated into available rental housing^{or} who cannot purchase adequate alternative accommodation because of insufficient equities in their present property. For such families it is possible under existing legislation to provide deferred payment loans, with a moratorium on repayment until the replacement property is sold, and the costs of such financial assistance should properly be considered as part of the total cost of renewal.

(e) Neighbourhood improvement

Together with public and private activities to provide improved housing, there should be a concerted public program for neighbourhood improvement, to maintain confidence in neighbourhood stability and desirability and to encourage continued investment in the neighbourhood. Such programs will include such items as:

- (i) Suitable schools on adequate sites;
- (ii) Adequate parks and other recreational facilities;
- (iii) A satisfactory road pattern and suitable parking and transit facilities;
- (iv) Libraries, clinics and social or community facilities as required;
- (v) Well maintained sidewalks and pavements;
- (vi) Adequate street landscaping and suitable treatment of overhead utility lines;
- (vii) Adequate water and sewer facilities;
- (viii) Elimination *and satisfactory relocation* of incompatible uses.

(f) Air pollution control

Many of the proposed residential renewal areas are close to industrial districts and are subjected to air pollution levels which are not conducive to the maintenance of satisfactory living conditions. But because of the severe shortage of low and moderate rental housing it is essential to provide a substantial amount of new and rehabilitated housing in the older sections of the area, as well as to preserve the amenities of existing housing. It is therefore important as part of the renewal program to take the necessary steps to correct the most serious sources of industrial air pollution affecting the residential renewal areas. Some air pollution sources, however, will not be amenable to correction, and it will therefore be necessary, in preparing renewal schemes for nearby residential areas, to conduct detailed meteorological studies to determine "safe" heights and locations for apartment buildings in these residential renewal areas. The costs of correcting air pollution sources and of undertaking these studies should properly be considered part of the cost of the renewal program.

17. The proposed renewal program would comprise the following:

	Total Program (15 years)	Priority Program (5 years)
Area covered	4,750 acres	1,300 acres
Acquisition for clearance	7,400 dwellings 1,110 industrial and commercial struc- tures	2,150 dwellings 410 industrial and commercial struc- tures
Acquisition for rehabilitation	1,900 dwellings	650 dwellings
New housing units	1,650 public (family) 1,650 public (elderly) 5,000 private <hr/> 8,300	650 public (family) 650 public (elderly) 2,000 private <hr/> 3,300

	Total Program (15 years)	Priority Program (5 years)
*Rehabilitated housing units	675 public (family) 675 private 1,350 owner occupant <hr/> 2,700	225 public (family) 225 private 450 owner occupant <hr/> 900
Total housing program in renewal areas	11,000 dwelling units	4,200 dwelling units
Street reconstruction ...	12 miles	2 miles
Street resurfacing	15 miles	4 miles
New sidewalks	53 miles	11 miles

* Allowing for reduction of overcrowding.

18. The estimated net cost of the proposed renewal program, after recoveries, and excluding the cost of new construction or rehabilitation, is about \$229 million. The net cost of the proposed 5-year priority program is \$72 million. On the basis of the cost-sharing formula suggested in this report (see Item 23 below), the cost would be allocated as follows:

	Total program (15 years)	Priority program (5 years)
Government of Canada (50%)	\$114,400,000	\$36,000,000
Province of Ontario (25%)	57,200,000	18,000,000
Metropolitan Toronto (12½%)	28,600,000	9,000,000
Local municipalities (12½%)	28,600,000	9,000,000
	<hr/> \$228,800,000	<hr/> \$72,000,000

The estimated costs do not include provision for the costs involved in air pollution correction, or the cost of financial assistance for rehabilitation by home owners and of relocation assistance to families whose equities are not adequate to secure suitable accommodation. The possible costs of these two elements cannot be calculated at this stage, but would undoubtedly run into several millions of dollars.

ORGANIZATION AND PROCEDURES

19. In most Ontario communities, the organization of the renewal program is a straightforward matter; the respective obligations of the federal, provincial and municipal governments are clearly established and the procedures for initiating, preparing and executing renewal schemes are defined reasonably well. In Metropolitan Toronto, the existence of a second level of municipal government with relatively strong financial resources but poorly defined powers and responsibilities in the field of urban renewal has heretofore made it difficult to arrive at a clear understanding as to the most appropriate method of carrying out urban renewal.

20. Allocation of responsibility for renewal between the Metropolitan Corporation and the area municipalities should stem from the basic premise underlying the federated metropolitan form of government—that the second level of government assumes responsibility for programs, functions and activities which are area-wide in scope, leaving to the local area municipalities the responsibility for programs and functions which are basically local in application.
21. Metropolitan responsibility in urban renewal stems from a recognition that the *need* for renewal is metropolitan in scope. The economic and social well-being of the metropolitan community depends on the solution of deep-seated renewal problems to be found in the older sections of the city and some of the inner suburbs. These problems have arisen largely as a product of the area's growth; obsolescence in the older areas is an inevitable concomitant of progress in the newer areas.
22. Metropolitan responsibility in meeting the need for renewal should be discharged by means of *financial participation* in renewal and by *coordination* of renewal programs and activities in the overall metropolitan framework. Detailed *planning* and *execution* of the renewal program on the other hand, is basically a local responsibility.
23. Metropolitan financial participation in renewal has heretofore been related exclusively to the public housing component in renewal projects. Because the current renewal projects have heavily emphasized public housing, the net Metropolitan contribution is relatively larger than the city's (for example, in Alexandra Park—Metro 12 1/2%, City 12 1/2%; Don Mount Village, Metro 14%, City 10%; Trefann Court, Metro 17%, City 4%). The proposed urban renewal program however, places a much greater emphasis on neighbourhood improvement, non-residential renewal and private housing, and if it were carried out on the basis of the present formula the Metropolitan financial contribution would be much smaller than heretofore. A formula which equitably recognizes both the Metropolitan and local interest in carrying out urban renewal should provide for Metropolitan Toronto and the area municipality concerned to share equally the municipal portion of the cost of the program. The recommended cost-sharing formula is therefore as follows:

Government of Canada	50%
Province of Ontario	25%
Metropolitan Toronto	12½%
Local area municipalities	12½%
24. Metropolitan responsibility for coordination of the urban renewal program should be concerned with both the substance of the program and its timing. The renewal program should be related to the following matters of metropolitan concern, which are an integral part of the Metropolitan Official Plan: housing needs, particularly for low-rental and moderate-rental accommodation; the general land use pattern and the need to ensure an adequate distribution of lands to support the area's economic base; the general distribution of popula-

ion and employment; and the provision of transportation facilities to serve the population, employment and land use pattern.

25. The principles and policies of the urban renewal program outlined in this report, including the delineation of the proposed treatment program along the lines of Map 6, can constitute an appropriate “general plan for renewal” in the metropolitan area, and should be incorporated in the Metropolitan Official Plan. It would then provide a suitable basis for all four levels of government to participate in the Metropolitan urban renewal program.
26. Local planning boards should be responsible for the preparation of appropriate *Renewal District Plans*, incorporating the population distribution and density pattern, general land uses, required public facilities, the general transportation pattern, and the general servicing pattern.
27. *Renewal Sector Schemes* are essentially *programs* rather than *plans*, and should be prepared by the same agency which is responsible for their implementation. Since renewal schemes involve the coordination and timing of many different activities, each local municipality concerned should have an appropriate agency, under the direction of an “urban renewal administrator”, with the proper authority to ensure such coordination, rather than placing this authority with the municipal Council, which should be responsible for policy formulation rather than execution.
28. Renewal Sector schemes should be flexible, involving performance specifications rather than detailed design considerations, and prospective developers should be involved early in the preparation of renewal schemes in order to establish the feasibility of private participation.
29. A renewal program of the magnitude required for Metropolitan Toronto can be carried out successfully only if all of the parties involved are committed to participate in a long-term program. It is therefore advisable that the Metropolitan Corporation and the area municipalities concerned execute a long-term agreement for this purpose, and that a similar long-term agreement be established between the municipalities and the senior governments, including the Ontario Housing Corporation. All of these parties should be represented on a permanent technical Standing Committee on Urban Renewal, which would be responsible for ensuring coordination in the preparation of renewal schemes, and which should formally approve such schemes before they are submitted to the governments for adoption and financial participation. Applications for financial participation in renewal schemes should be submitted *jointly* by the Metropolitan Corporation and the local municipality concerned.

RECOMMENDATIONS

SCOPE OF URBAN RENEWAL PROGRAM

1. Urban renewal in Metropolitan Toronto should proceed by way of:
 - (a) A large-scale program applied across very broad sections of the city and inner residential areas (the Renewal Districts shown on Map 5) ;
 - (b) Comprehensive schemes prepared for large individual sectors within these broad areas (the Renewal Sectors shown on Map 5).
2. The renewal process should be carried out concurrently in all sections of the metropolitan area included in the program. It should be directed to the improvement of residential properties in residential areas and the simultaneous removal of incompatible industrial structures from residential areas and deteriorated residential structures from industrial areas. The emphasis should be on rehabilitation and spot clearance activities, rather than on large-scale clearance.
3. The urban renewal program should be directed to areas in which comprehensive *public* renewal activities are required and in which significant private renewal activity cannot be foreseen. The public renewal program should therefore not be concerned at this time with the following areas: downtown; suburban sub-centres; outlying commercial districts; isolated pockets of residential blight in the inner suburbs; isolated non-conforming industrial pockets; and pockets of pre-subdivision or cottage housing.

RESPONSIBILITIES

4. The allocation of responsibility between the Metropolitan Corporation and the area municipalities should be consistent with the basic framework of government in Metropolitan Toronto. The Metropolitan Corporation's responsibility should be limited to financial participation and the coordination of urban renewal activities in the metropolitan framework through the "general plan for renewal" contained in this report; the area municipalities should be responsible for the detailed planning and execution of renewal schemes.
5. Local planning boards should be responsible for the preparation of plans for Renewal Districts, based on the metropolitan "general plan for renewal".
6. Each area municipality involved in urban renewal should appoint an "urban renewal administrator" to *prepare* and *execute* Renewal Sector schemes.

7. The Ontario Housing Corporation should be responsible for providing new and rehabilitated low-rental and moderate-rental housing in all renewal areas as well as in the remainder of the metropolitan area, and should extend its operations to include the production of housing for the lower ranges of the middle-income category. The Metropolitan Toronto Housing Company should be responsible for providing housing for elderly persons in renewal areas.

PLANNING OF RENEWAL PROGRAM

8. The “general plan for renewal”, defining the scope and basic principles and policies of the general treatment program along the lines shown on Map 6, should ultimately be incorporated in the Metropolitan Official Plan. It would then provide a suitable basis for the Federal and Provincial governments to participate in urban renewal in the metropolitan area.
9. Plans for Renewal Districts should include:
 - (a) Population distribution and general density pattern;
 - (b) General land use plan;
 - (c) Required public services;
 - (d) General transportation pattern;
 - (e) General servicing plan.
10. Renewal Sector schemes should consist of all of the different elements involved in neighbourhood improvement, as required by the present legislation including:
 - (a) Determination of the types of action to be taken with respect to the individual properties in the sector (acquisition, clearance, public or private rehabilitation, re-use), and the methods of carrying them out.
 - (b) Determination of public works requirements (street changes, pavement and sidewalk improvements, sewer and water improvements, landscaping, etc.) and improvements in municipal house-keeping services, and the programming of these works and services.
 - (c) Determination of required community facilities, including schools, welfare and social facilities, parks and shopping, and methods to be used in correcting existing deficiencies.
 - (d) Relocation policies and methods.
 - (e) Programming of by-law enforcement and assistance to home owners in rehabilitation.
 - (f) Physical plan of renewal.
11. Renewal Sector schemes should be flexible, and directed towards “performance” specifications, leaving the responsibility for siting and detailed design to the end user.
12. Prospective developers should be involved at an early stage in the preparation of plans for major clearance pockets in order to establish the general feasibility of desirable projects.

ADMINISTRATION OF RENEWAL PROGRAM

13. A long-term agreement should be concluded between the Metropolitan Corporation and the area municipalities concerned, and between the municipalities and the senior governments, including the Ontario Housing Corporation, to establish each party's obligation to undertake its respective responsibilities in carrying out the renewal program proposed in this report.
14. The preparation of a plan for each of the eight Renewal Districts shown on Map 5 and a scheme for each of the eight priority Renewal Sectors shown on Map 5 should be proceeded with concurrently. Renewal schemes for the eight priority sectors should be carried out over a 5-year period. The remaining 14 Renewal Sector schemes should be completed within a 15-year period.
15. A permanent *Standing Committee on Urban Renewal*, comprised of representatives from the four levels of government and the Ontario Housing Corporation, should be established with responsibility for:
 - (a) Coordination of their respective interests in the preparation of Renewal Sector schemes;
 - (b) Giving *formal* approval to Renewal Sector schemes before they are submitted to all levels of government for adoption.
16. The Metropolitan Council and the area municipality concerned should submit joint applications for financial contributions from senior governments in carrying out renewal schemes.
17. The net cost of all renewal schemes should be shared on a uniform basis in the following proportions:

Government of Canada	50%
Province of Ontario	25%
Metropolitan Toronto	12½%
Local area municipality	12½%

GENERAL POLICIES

18. All activities involving public facilities and services in the renewal areas (schools, parks, street and transportation improvements, sewer improvements, etc.), should be incorporated in the urban renewal program and their costs included in the costs of the renewal program. Families displaced through such activities should be provided for in the relocation program. Provision should be made for day nurseries and other community facilities in areas where substantial amounts of public housing are being provided.
19. Housing standards by-laws should be enforced on a blanket basis in all renewal areas. Residential properties which are not brought into compliance with housing standards by-laws should be acquired at site value as part of the renewal program.
20. Residential land disposal policies and re-use prices should be directed toward:

- (a) Securing the most satisfactory balance of public low-rental and moderate-rental housing, private rental housing and private ownership housing in each residential renewal sector.
 - (b) Encouraging the maximum participation of private builders and private home purchasers in the production of both new and rehabilitated housing;
 - (c) Encouraging non-profit associations (churches, trade unions, housing cooperatives, etc.) to provide moderate rental housing.
21. For residential property, re-use prices should be based solely on the desired cost or rental value of the housing to be provided, whether public or private, new or rehabilitated (currently at \$1,000 per replacement unit), with necessary controls placed on the end price or rent level.
 22. For non-residential land, re-use prices should be related to the desired cost or rental value of the ultimate use, based on specific market and economic considerations.
 23. Land should be disposed of by lease rather than sale, in order to:
 - (a) Achieve greater flexibility in arranging desirable re-use schemes;
 - (b) Capitalize on long-term increases in value;
 - (c) Facilitate subsequent stages of renewal in future years.
 24. The costs of renewal should include the relocation and moving expenses of displaced residents and businesses, the cost of professional and technical assistance, and special financial assistance for:
 - (a) Displaced home owners who cannot be suitably accommodated in available purchase housing nor readily relocated into rental housing, by means of special loans to purchase a replacement property with a moratorium on repayment until the property is sold;
 - (b) Home owners whose properties require improvement but who cannot readily absorb the necessary expenditure or consequent indebtedness, by means of:
 - (i) Direct grants to low-income families;
 - (ii) Special loans at below-market rates or with a moratorium on repayment until the property is sold.
 25. The costs of renewal should include expenditures required for correcting air pollution sources in the vicinity of residential renewal projects and for meteorological studies which may be required to establish suitable locations for apartment buildings in renewal areas.

LEGISLATION

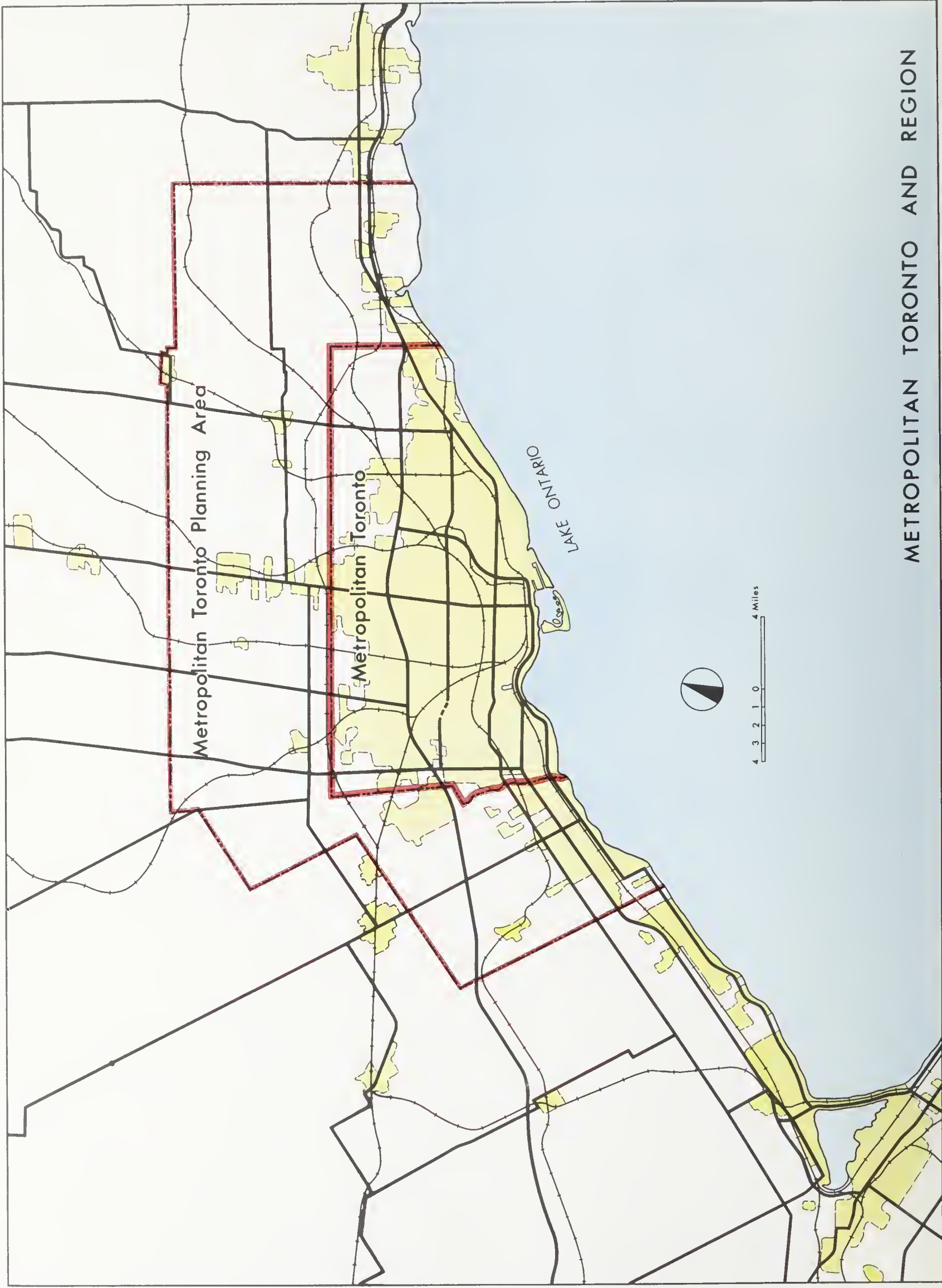
26. Applicable legislation should be amended, if required, to:
 - (a) Permit the concurrent preparation of renewal district plans and renewal sector schemes;

- (b) Include as renewal costs the various cost elements detailed in Recommendations 24 and 25 above;
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- (c) Permit Metropolitan Toronto and the area municipalities concerned to make joint application for approval of renewal schemes by the senior governments;
- (d) Eliminate the requirement for Ontario Municipal Board approval of “redevelopment plans” in view of the existing requirement for Provincial approval of “renewal schemes” and Ontario Municipal Board approval of zoning by-laws and municipal capital expenditures.

FURTHER STUDIES

27. Further studies should be carried out of:

- (a) The feasibility of undertaking industrial and commercial rehabilitation;
- (b) Short-term and long-term housing needs in the metropolitan area;
- (c) Suitable land use and development policies for the “special areas” delineated in the proposed renewal program.



METROPOLITAN TORONTO AND REGION

Chapter I

INTRODUCTION

The Municipality of Metropolitan Toronto was established thirteen years ago in response to a crisis in local government services. The municipal structure of the area was fragmented by a diffusion of responsibility among the City of Toronto and its twelve immediate suburbs; lack of services and facilities and failure of coordination were endangering the basic economy of one of the fastest growing metropolitan communities in North America. Following a deep and searching investigation by the Province of Ontario which extended over several years, the Toronto area on April 15, ¹⁹⁵³~~1963~~, became the first community in the western hemisphere to give official political recognition to the metropolitan area as the newest form of urban settlement created by modern industrial society.

For the first 10 or 12 years of its existence the Metropolitan Corporation devoted most of its attention and energies to the provision of services and facilities required for the orderly development of the metropolitan area and to meet the immense demands generated by the explosive economic growth of the community. The results of these metropolitan programs are clearly visible today in the major facilities provided for water supply and sewage disposal, in the system of regional parks, in the comprehensive public transit and road system, and in the school systems of the 13 area municipalities. The impact of these services and facilities is reflected in the well-ordered residential, commercial and industrial communities established in the suburban sections of the metropolitan area, and equally in the thriving and productive development of the central business area.

Among other things Metropolitan Toronto was established in response to a serious inadequacy in the supply of housing for families and individuals with low and moderate incomes. This was partially recognized by the Metropolitan Corporation in its sizeable program for the development of housing for elderly persons; but despite the joint participation of the metropolitan, provincial and federal governments in a public housing program, and the independent efforts of the City of Toronto, there was not an equal degree of success in the provision of housing for low-income families. At the same time, the concentration of metropolitan resources and interests on the development needs of the community was not matched by a corresponding attention to the needs and problems of the already developed inner areas, with the major exception of the school building and transportation programs.

The City of Toronto Urban Renewal Study, completed by the City Planning Board in 1956, had identified the general areas of the city in which renewal was required and the procedures which could be used in undertaking renewal, and the city had subsequently proceeded to carry

out some renewal schemes. However, it was apparent that the renewal needs of the area could be met satisfactorily only with metropolitan participation, and in 1963 the Metropolitan Council and the Metropolitan Planning Board decided to undertake a Metropolitan Urban Renewal Study in order to establish the scope of the renewal needs of the metropolitan area and the responsibility of the Metropolitan Corporation in meeting these needs.

The earlier study by the City of Toronto, which was the pioneering Canadian effort in this field, had provided a useful analysis of the renewal problems of the city but did not provide a satisfactory basis for a metropolitan urban renewal program. It was of course limited to the boundaries of the city, and much of the information in the study was out of date; in particular, more current information from the 1961 Census had indicated that the emphasis on large-scale clearance warranted serious reconsideration. In addition, since the completion of the City's study Metropolitan Toronto and several of the inner suburban municipalities had completed their Official Plans thereby providing a comprehensive planning framework for the formation of a workable renewal program.

The agreement with C.M.H.C. to undertake the Metropolitan Urban Renewal Study emphasized the critical importance of reviewing housing conditions in the metropolitan area. The purposes of the study, however, are broader in scope. The study was designed essentially to:

- (a) determine area-wide renewal needs and priorities;
- (b) determine appropriate procedures for carrying out an area-wide renewal program, including both public and private actions in the field of housing and redevelopment;
- (c) distinguish between metropolitan and local responsibilities in urban renewal;
- (d) establish the amount of municipal funds required for renewal purposes and the extent of federal and provincial participation in a comprehensive long-term program.

The findings of the Urban Renewal Study are far-reaching in scope and in their implications. The projected expenditures for renewal activity on the part of all levels of government are very large. The impact which the proposed program will have on the people of the metropolitan area is equally great. It is firmly concluded in this study that the economic and social well-being of the metropolitan community cannot be maintained on a satisfactory level unless a continuing program is established to deal with the renewal needs of the area on a comprehensive and coordinated basis. It is to this objective that this report is directed.

Chapter II

BACKGROUND

DEVELOPMENT PATTERN

Metropolitan Toronto comprises an area of 240 square miles with a present population of about 1,850,000 persons and a prospective population of $2\frac{1}{2}$ to 3 million. About 80% of the area is developed at the present time and it is likely that most of the lands within the Metropolitan boundaries will be substantially developed within the next 10 years.

The fringe area which surrounds Metropolitan Toronto and which is included in the Metropolitan Planning Area is twice as large—480 square miles—and is still predominantly rural, but is undergoing urbanization at an increasing rate. About $\frac{1}{5}$ of the fringe is now developed. The present population in the fringe area, about 200,000 is expected to grow to about 1 million over the next 20 to 25 years.

Metropolitan Toronto today consists of the City of Toronto and 12 immediate suburbs. On January 1, 1967, the 13 municipalities will be combined into six municipalities—the City of Toronto and the Boroughs of York, East York, Etobicoke, Scarborough and North York. The fringe municipalities in the Metropolitan Planning Area comprise 13 municipalities—towns, villages and townships—in the Counties of Peel, York and Ontario.

The *Official Plan of the Metropolitan Toronto Planning Area*, which was adopted by the Metropolitan Toronto Planning Board in 1965 and is currently being considered by the Metropolitan Council, presents the urbanization pattern of the Metropolitan Toronto region and endeavours to guide and regulate the growth of the area in a manner consistent with its history and geography and with the needs of the region's economy.

The projected development pattern for the area is shown on Map 1. Development is expected to proceed in the form of a broad urban ribbon generally limited in depth to the effective range of lake-oriented water and sewage disposal services, with a central extension to the north to accommodate existing partly-urbanized areas. This urban ribbon, though most intensively developed in the Toronto area, is actually part of a much broader development pattern which extends from Oshawa on the east to the Hamilton area on the west and is based in large part on the provision of a number of high-capacity facilities for rapid movement by road and rail, generally parallel to Lake Ontario.

The urban area is to be developed in a relatively compact fashion, with intensive uses concentrated in the central core and at selected locations throughout the area in conformity with the basic transportation pattern. Residential and employment areas are to be provided in balanced proportion in all sections of the urban area. The southern boundary, the

Lake Ontario shoreline, is to be developed as a park strip to the greatest practical extent, while also continuing to provide essential harbour facilities and major industrial concentrations and residential areas of high amenity. The urban area will be intersected at frequent intervals by broad park strips following the major river valleys, which will be developed for a variety of active and passive recreational uses. With completion of the planned transportation system, ready access will be provided both to the waterfront and river valley recreational areas and to the large open areas to the north. At the same time suitable connections will be provided by both public and private transportation from all sections of the area to the major cultural, institutional and commercial services of the core and between all major residential and employment areas.

The proposed urban area will be large enough to accommodate the anticipated development for a period of 20 to 25 years. The development plan allows for the provision of required urban services, at suitable specifications, in accordance with the projected distribution of population and employment. It will also fit well into the probable course of development in the larger region surrounding the Metropolitan Planning area.

GROWTH TRENDS

The population of the metropolitan area has been growing consistently and rapidly at a rate of more than $3\frac{1}{2}\%$ per year, with an average increase of 50,000 to 60,000 persons annually. More than half of the population growth in recent years has stemmed from immigration into the area, primarily from outside the country. About $\frac{1}{3}$ of the population of Metropolitan Toronto in 1961 was born outside Canada, and more than $\frac{1}{5}$ of the population had immigrated into the country since the war. In the City of Toronto more than 40% of the 1961 population was foreign born, and nearly 30% of the population consisted of post-war immigrants.

Most of the area's population growth has taken place in the three outer suburban townships (North York, Etobicoke and Scarborough), which more than tripled in size over the last 12 years. In this same period the population of the inner suburbs grew by 25% and the population of the city remained practically constant. The City of Toronto, with 670,000 persons, today contains about 36% of the Metropolitan population; this proportion will ultimately decline to less than 30%. In contrast, the outer suburbs now house about 46% of the area's population and will contain nearly 60% of the population when the area is fully developed.

Of the 560,000 dwelling units in the Metropolitan Planning Area, about 140,000 are apartments. The proportion of apartments has been rising rapidly. Nearly 55% of the new housing built in the area since 1960 has been in the form of apartments. In 1951, apartments constituted only 10% of the total housing stock in the metropolitan area; by 1961 the proportion had risen to 20%, and the present level is 25%. Over the next 20 years it is expected that the proportion of apartments in the total housing stock will rise to about 40%.

Between 1960 and 1965 about 55,000 apartments were built in the metropolitan area. The majority of these, 29,000, were built on vacant land in the three outer suburbs. The inner suburbs accounted for about 20% of the new apartment construction, both on vacant land and by redevelopment of existing houses. Over this period about 14,000 apartments were built in the city, or $\frac{1}{4}$ of the metropolitan total; all of these

were high density apartments created by redevelopment of existing dwellings.

The City has traditionally been an area of moderate density development and even today apartments comprise only 30% of the city's housing stock, with another 15% in other forms of multiple housing. This pattern is changing, but most dramatically in the suburbs, where the profusion of high rise apartments in recent years is a visible reflection both of the changing character of the area's population, with an increasing proportion of young and non-family households, and of the severe shortage of housing and the consequent pressures on the supply of housing land. It is expected that about 250,000 apartments will be built in the metropolitan area over the next 20 years. About half of these will be built on vacant suburban land and half on redevelopment land.

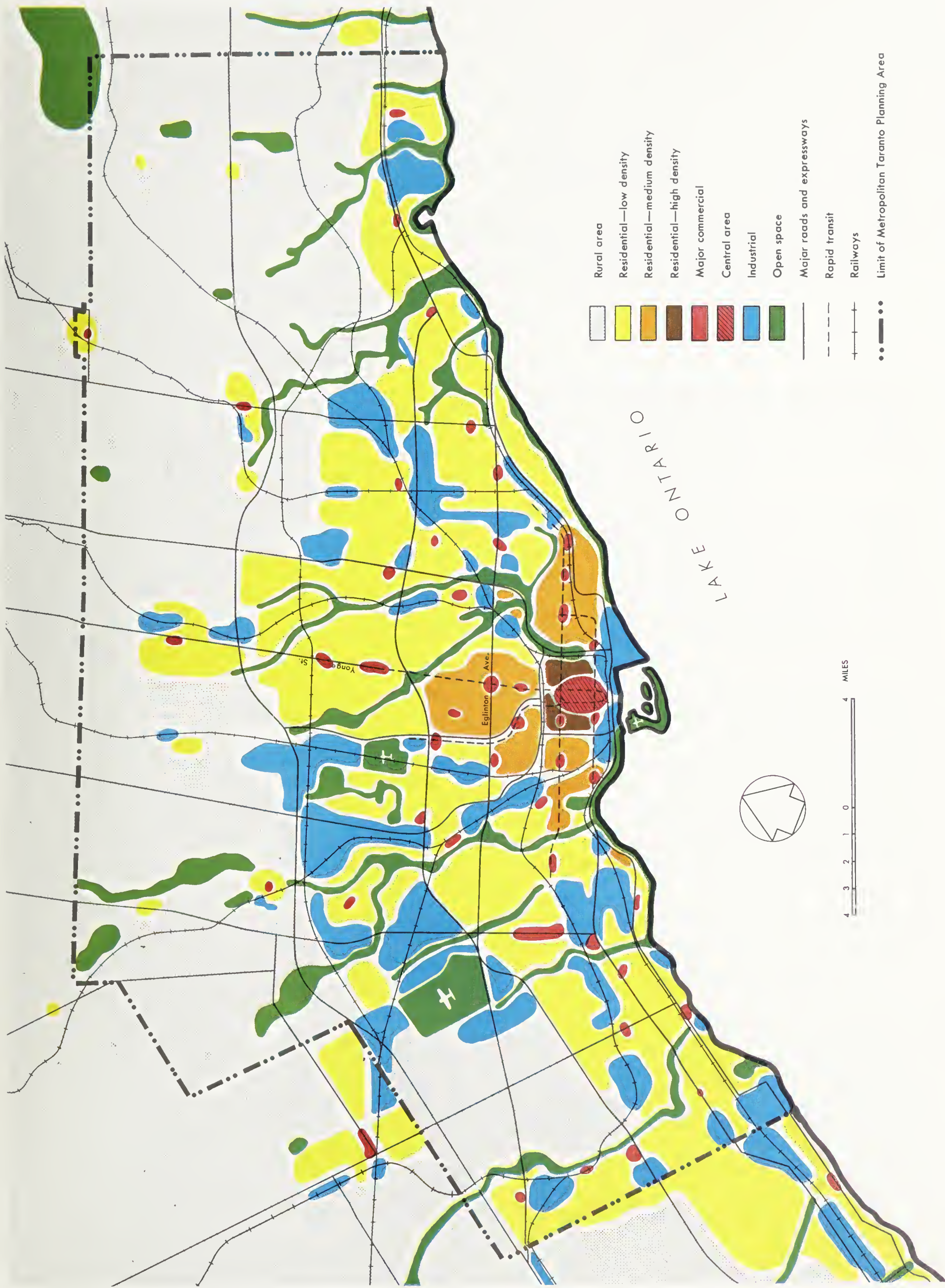
A relatively high proportion of the area's population, about 44%, is in the labour force, and of the employed persons slightly more than half are white collar workers. Manufacturing is still the most important source of employment, but Toronto's role as a national and regional financial and commercial centre, and the increasing emphasis on government, education and cultural activities, have led to a noticeable shift in the composition of the area's employment base. This has been reflected in the changing geographic composition of the labour force. More than 60% of the employed persons living in the outer suburbs are in white collar occupations, compared to 50% in the inner suburbs and less than 45% in the city.

At present, the City accounts for nearly 60% of the metropolitan area's employment. By 1980 this is expected to decline to 50%, while in the three outer suburbs employment will grow from 25% to 35% of the area total.

GENERAL FRAMEWORK FOR RENEWAL

Urban renewal in Metropolitan Toronto takes place within a context of high development activity, both in the suburbs and the central city. While most of the emphasis in recent years has been on growth in the outer suburban and fringe areas, private redevelopment activities in the city and the inner suburbs have been maintained at a steady rate. Commercial redevelopment in particular has been concentrated in the downtown area and in selected outlying locations, mostly along the rapid transit system. The development of a fairly comprehensive transit and expressway system, which has brought most sections of the area into reasonably good contact with the central area and with each other, has undoubtedly helped to reinforce both the dispersion and concentration of development which characterize the metropolitan area.

It is within this context of a very active development and redevelopment structure that the need for urban renewal must be evaluated. While there are many sections of the area in which renewal is still required, there are also many areas in which private renewal activity is flourishing. It is a principal objective of public policy to identify the areas for which renewal is required but in which little private activity can be foreseen. These are the areas to which the Metropolitan urban renewal program should be directed.



Chapter III

THE NEED FOR URBAN RENEWAL IN METROPOLITAN TORONTO

PROBLEM AREAS

A primary objective of the urban renewal study was to identify the blighted or substandard areas in which public renewal action is required. This is specified by the Province as the initial task of an urban renewal study and establishes the basis on which the Provincial and Federal governments participate in the urban renewal program.*

Blighted and substandard areas are defined in section 20 of The Planning Act as those in which action is desirable because of "age, dilapidation, over-crowding, faulty arrangement, unsuitability of buildings or for any other reasons". Recent amendments to the National Housing Act which broadened the scope of urban renewal and stipulated federal financial assistance for a much wider range of municipal improvement activities emphasize the importance of delineating the full extent of urban blight and obsolescence in the metropolitan area.

The City of Toronto Planning Board and some of the suburban municipalities had previously conducted studies which identified various problem areas. The City Planning Board's Urban Renewal Study (1956) and subsequent Report on Improvement Areas (completed in 1965) provided the basis for the city's current renewal program and proposals for future projects. These studies, and less extensive studies in some of the suburban and fringe municipalities, were used in the initial determination of areas to be surveyed in the present study, but they do not of themselves provide a suitable foundation for delineating problem areas on a common or consistent metropolitan-wide basis.

A number of detailed studies were carried out for this purpose, utilizing both field surveys and census material. The field surveys in particular provided the basis for delineating problem areas and subsequently for establishing the Renewal Districts recommended in this report.

Initially, a preliminary reconnaissance was conducted in all of the areas which had been identified through local studies or elsewhere as being potential problem areas; these areas are shown on Map 2. This preliminary reconnaissance extended into all sections of the Metropolitan Toronto Planning Area, including substantial portions of the city, the suburbs within Metropolitan Toronto, and the fringe municipalities. From this preliminary survey, it was determined that while many small sections of the area contain housing in relatively poor condition, or are substantially lacking in public facilities or improvements, most of the suburban and

* "Urban Renewal Studies Manual", Ontario Department of Municipal Affairs, 1966.

fringe areas of this type do not require public urban renewal treatment. In many cases the housing is of a rural or cottage character and will undergo private redevelopment in the normal course of urbanization, probably within the near future; some will be acquired for public recreational purposes. Similarly in the few areas where premature subdivision has occurred, it is evident that the resulting problems will be rectified as intensive urban development takes place.

As would clearly be expected, it is in the older sections of the metropolitan area that severe urban problems are found in substantial quantities, comprising not only deteriorated and obsolete structures but also other aspects of neighbourhood blight such as incompatible land uses, obsolete and inefficient street patterns, a low level of public improvements, inadequate recreation space, and lack of parking and other environmental amenities. Following the preliminary reconnaissance, three major sections of the metropolitan area were delineated for purposes of detailed study, as shown on Map 3. These include the area which runs from the western edge of downtown through the west end of the city along the main-line railway corridor into the Junction area, York Township and Weston; the area running from the eastern edge of downtown through the east end of the city and the southern part of East York into the southwestern corner of Scarborough; and the area which comprises the lakeshore suburbs and the southern section of Etobicoke.

Individual deteriorated properties and other symptoms of blight exist outside these three major sections of the metropolitan area, but they are found only in relatively isolated locations and do not exert a significant effect on their immediate environment. In fact, even the three major sections described above contain very substantial areas in which blighted or blighting conditions exist only in a very scattered fashion and for which there is no evident need to undertake a public renewal program. As is discussed in Chapter V, the proposed Renewal Districts are far less extensive than the areas shown on Map 3 in which the detailed field survey was undertaken.

The field survey of the three major sections of the metropolitan area consisted of a visual inspection of structures, neighbourhood facilities and public improvements. The purpose of the survey was to determine the prevailing levels of structural deterioration, structural and environmental obsolescence and private maintenance, and to arrive at a general evaluation of environmental condition and amenity.*

In addition to this field survey, a special study was undertaken to determine the location, extent and nature of commercial obsolescence in Metropolitan Toronto, and to evaluate the effect of commercial blight on residential amenities. A detailed analysis of census data was also carried out in order to provide a comprehensive statistical basis for the evaluation of housing conditions and to establish the relationship between housing conditions and social characteristics as a guide in determining specific types of renewal action in the various areas.**

Some of the principal findings of the field survey and the commercial study are illustrated in Map 3, which also shows the results of the City Planning Board's study of Improvement Areas. The general findings of the various studies are summarized below, with particular reference to residential, commercial and industrial blight.

* See Appendix C for a description of the field survey.

** "Toronto's Changing Retail Complex", J. W. Simmons, 1966.

"Socio-Economic Correlates of Housing Condition", B. J. L. Berry and R. A. Murdie, 1965.

RESIDENTIAL BLIGHT

Unlike many other metropolitan areas of comparable size in North America, structural deterioration is not widespread in the Toronto area, and there are no substantial concentrations of residential blight. As is shown on Map 3, there are relatively few blocks in which there is a preponderance of residential structures in poor condition. The external field survey found that there are about 140 blocks in which half or more of the residential structures are considered to be in "bad" or "poor" condition, and of these only about 60 blocks in which more than 3/4 of the structures are in this condition. The only concentrations of any consequence are to be found in the predominantly industrial districts south of Queen Street both east and west of the downtown area, and even these do not comprise more than a few blocks at any single location. Apart from these, there are several blocks at scattered locations mostly within two or three miles of downtown in which half or more of the residential structures are in a deteriorated condition.

Residential blocks that are moderately blighted, with less than half of the structures in bad or poor condition, are found in considerably greater quantities, again within a distance of about two or three miles east and west of downtown. Beyond this radius, there are smaller concentrations of moderately blighted residential blocks in West Toronto and the Junction area, along the C.P.R. North Toronto line, in the east end, and in the Lakeshore. This moderate degree of blight is relatively widespread in the city, with more than 200 blocks in which 1/5 to 1/2 of the dwellings are in a deteriorated condition. In the suburbs, even this moderate degree of blight is relatively insignificant with only about 25 blocks in this category.

Altogether, somewhat over 3,000 residential structures have been identified as being seriously deteriorated; about 85% of these are in the city, 7% in the Metropolitan Toronto suburbs, and 8% in the fringe municipalities. Structures considered to be in "poor" condition total about 6,700 of which the city contains 78%, the metropolitan suburbs about 8%, and the fringe about 14%.

The results of the field survey largely reflect the census findings with respect to residential blight. Only about 2% of the dwellings in Metropolitan Toronto were found to be in need of major repair in the 1961 census, and only about 3 1/2% in the City of Toronto. There has been a measurable upgrading in the quality of residential accommodation in the area since, in the 1951 Census, about 6% of the dwellings in the metropolitan area and 7% of the dwellings in the city were considered to require major repair. The improvement is particularly evident when measured in absolute terms, with the number of dwellings in this category declining between 1951 and 1961 from 11,000 to 6,000 in the city, and from 5,000 to 3,000 in the suburbs.

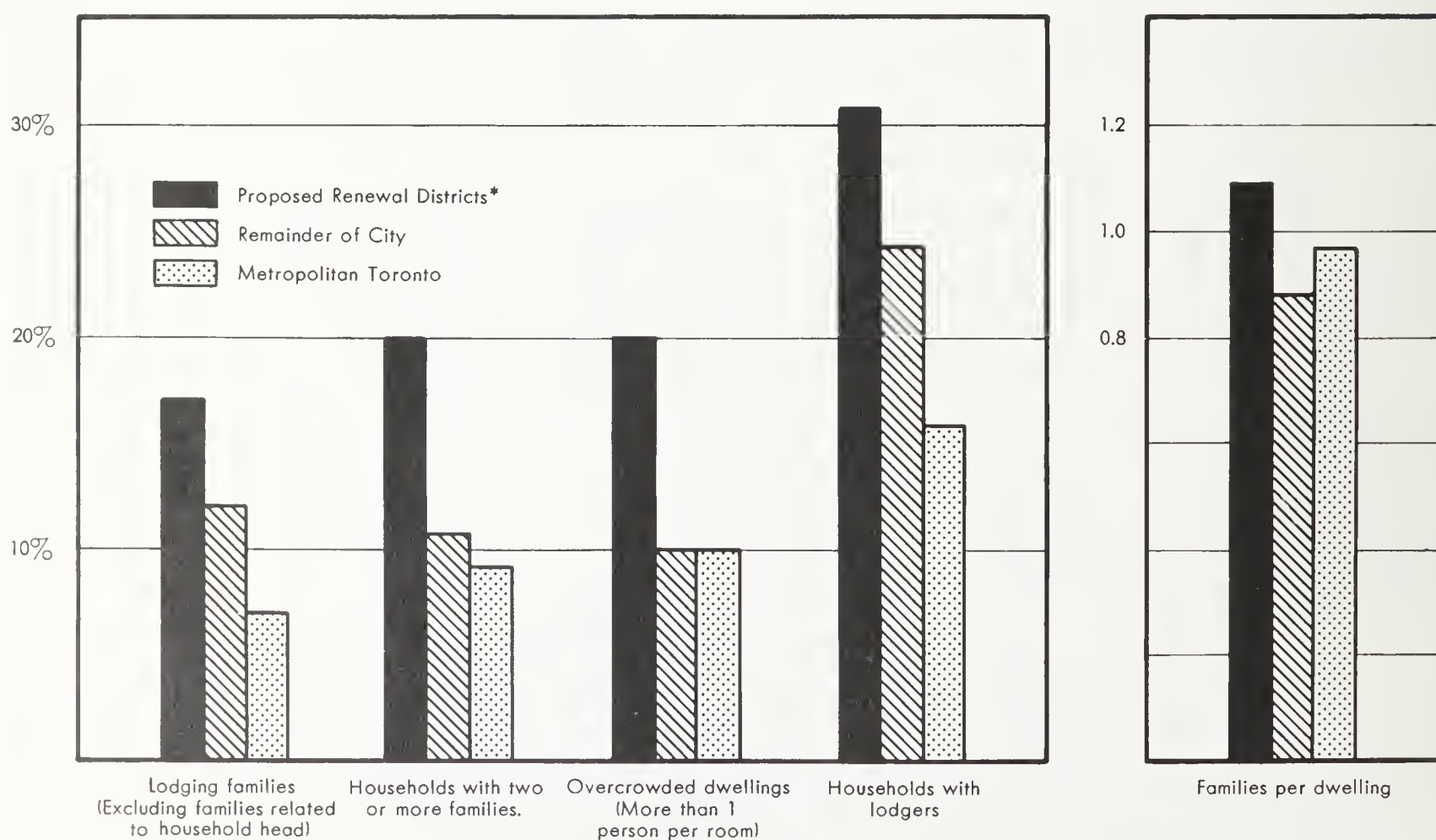
With respect to actual deterioration, therefore, it is evident that the problem rests not in the existence of substantial areas of serious blight, but in a widespread distribution of a moderate degree of blight through many parts of the city and a few suburban areas. There are very few blocks which contain many deteriorated dwellings, but there are many blocks which contain a few deteriorated dwellings.

While there are no substantial concentrations of serious deterioration, overcrowding represents a major problem in those areas which exhibit

a moderate degree of residential blight. Residential overcrowding is manifested in several forms, and the seriousness of this condition may be seen in the following chart in which the extent of overcrowding in the areas requiring renewal treatment is compared with overcrowding in the remainder of the city and the metropolitan area. (The proposed Renewal Districts referred to in the chart are shown on Map 4 and Map 5 and are described in detail in Chapter V.)

Of these various indices, the two which are most significant with respect to overcrowding are the percentage of families who reside in a household other than their own and are unrelated to the head of that household ("lodging families"), and the percentage of dwellings in which there is "room overcrowding" (more than one person per room). The former may be taken as a reasonable measure of involuntary doubling-up, and it is significant that such doubling-up is nearly 50% greater in the proposed Renewal Districts than in the rest of the city, and about 2½ times as great as in Metropolitan Toronto as a whole. Similarly, room overcrowding is about twice as great in the Renewal Districts as in the remainder of the city and in the total metropolitan area.

The prevalence of overcrowding and the widespread dispersion of moderate residential deterioration in the inner areas are, of course, the two principal factors to be considered in determining the type and degree of renewal treatment which is required. These conditions tend to occur in areas which are also characterized by other blighting features such as inadequate public facilities and a relatively low level of public improve-



*Districts B through G only (City of Toronto);
Census data not available for suburban Renewal
Districts (District A and District H)

SELECTED INDICES OF OVERCROWDING
(1961 Census)

ments. The conditions most commonly found in these areas include overcrowded school buildings on small sites, lack of neighbourhood playgrounds and parks, inadequate sewer systems resulting in occasional or frequent flooding of basements, excessive traffic on residential streets (often resulting from the presence of incompatible industrial or commercial uses), and a serious lack of parking space. It is not only the existence of deteriorated and overcrowded dwellings, but their conjunction with other manifestations of neighbourhood blight, which leads to the need for a comprehensive renewal program directed toward the entire range of problems encountered in the renewal areas rather than exclusively toward the elimination or improvement of deteriorated dwellings.

COMMERCIAL BLIGHT

As in all other large metropolitan communities, the commercial structure of the metropolitan area has undergone a process of adjustment to the changing population patterns, to shifts in income and shopping habits, and to changes in merchandising techniques. In the process, some of the commercial areas have become economically and functionally obsolete, and to a certain extent physically deteriorated.

Physical Blight

Deterioration of commercial buildings is not a serious problem in the metropolitan area as a whole. Out of a total of 22,500 commercial buildings, less than 350, or 1½%, are physically deteriorated. However, the deteriorated stores predominate in the commercial ribbons in the older sections of the area, and coincide very largely with the areas of residential blight. This may be seen on Map 3 where the blighted commercial structures are shown to be located mainly along Queen and Dundas and the intersecting commercial streets, with a scattering in the Bloor Street and Junction areas. A number of the small "corner stores" located within the residential neighbourhoods show substantial signs of deterioration as well.

Economic Blight

When there is insufficient demand for existing retail facilities, there is a surplus of space or of establishments leading to high vacancy rates. In Metropolitan Toronto, high vacancy rates are to be found in certain suburban shopping districts where there is a temporary imbalance between commercial and residential construction; but this situation will be corrected in the normal course of events, except in some areas where there has been a definite over-building of retail outlets. In these cases the vacant stores may be expected, in time, to acquire the more marginal retail or service uses which are usually not provided in new shopping centres, and there is little apparent need for public renewal action in this respect.

A more serious problem is to be found in some of the older commercial strips exhibiting high vacancy rates as illustrated on Map 3. However, there are no areas in Metropolitan Toronto in which there has been a serious decline in population or income level; and despite the trend toward higher sales per store, it appears that the continuing rise in personal income has been sufficient to maintain the general level of retail activity in most of the older areas. The high vacancy rates to be found in some of the older commercial strips such as Queen Street East, Bloor or Weston Road, appear more to reflect functional obsolescence than to result from economic blight.

Functional Blight

Most of the 1,500 commercial vacancies in Metropolitan Toronto have resulted from functional blight—obsolescence arising from technological changes in retailing which make the location, size or layout of existing stores inefficient for their present use. The main factors which lead to such obsolescence—increased mobility, population shifts and the resulting decentralization of retail activities—are largely irreversible.

Altogether, perhaps a dozen of the commercial strips are undergoing or are threatened by functional blight. Many of the stores are inadequate in themselves, but there are also problems arising from poor location or inefficient grouping of outlets. Serious conflict between customers' parking requirements and the need to maintain arterial traffic flow is found in a number of commercial strips both in the older areas and in the suburbs. There is little doubt that functional blight or obsolescence represents the most serious problem with respect to required renewal action in commercial areas.

Frictional Blight

Frictional blight results from the presence of nearby land uses, usually wholesaling or industrial activities, which impair the satisfactory operation of the commercial districts. This condition is concentrated in a relatively small area west of downtown, in the west end along Dundas Street, and in the Weston Road area. Serious problems arise only where this condition is accompanied by other forms of commercial blight resulting in high vacancies or in depressed commercial rents.

In general, commercial obsolescence is a serious problem only in those locations which exhibit the whole range of commercial blight such as the Queen/Spadina, Queen/Broadview and Queen/Dovercourt areas. Some degree of commercial blight is generally present in those areas in which there is also a serious degree of residential blight. Because deteriorated or vacant commercial buildings have a damaging effect on nearby residential amenities, and because there is frequently a more suitable use from a community standpoint for the land involved, the treatment of commercial blight is an important component of the necessary neighbourhood improvement programs.

INDUSTRIAL BLIGHT

While there has been adequate provision for new industrial lands and supporting public services and facilities in the development of the metropolitan area, relatively little attention has been given to the problem of industrial obsolescence in the older parts of the area. The City Planning Board carried out a sample study of the attitudes and requirements of firms throughout the city, and a more intensive study of the needs and attitudes of existing firms in the Duke/Duchess and Bathurst/Niagara areas.* However, there has been no systematic evaluation on a metropolitan-wide basis of the problems of industrial obsolescence and of the needs or economics of industrial renewal as related to the existing physical plant.

Industrial obsolescence is a product of the same forces of change in age, design and function which have led to residential and commercial blight. Industry adjusts in time to this process of change, leaving

* "Industry and Warehousing in the City of Toronto", D. Kerr and J. Spelt, 1961.
"Industrial Prospects in the City of Toronto", City of Toronto Planning Board and Metropolitan Toronto Industrial Commission, 1965.

both industrial plants and industrial areas which are economically or functionally obsolete, or which are physically deteriorated and have a blighting effect on their surroundings. Four distinct but inter-related aspects of industrial obsolescence, which have been identified in other metropolitan areas, are also found in varying degree in Metropolitan Toronto:

Physical obsolescence, which stems from structural deterioration, structural inadequacy (size and design of building, type of construction, etc.), or site inadequacy (lack of loading facilities, open storage, etc.). Structural deterioration is usually the most visible condition, but these different aspects are generally combined in varying degree in the industrial properties which suffer from physical obsolescence.

Functional obsolescence, arising from the changing requirements of individual industries, such as long-term market shifts or adjustments in distribution channels, which over time have had a serious effect on the viability of specific industrial properties.

Environmental obsolescence, which relates both to the effect of individual industries on their surroundings and the effect of the surrounding environment on the industrial activity involved. The former aspect includes both operational factors (noise, dirt, fumes and odours) and external factors, such as heavy traffic movements; a serious problem arises in many instances from industries whose operations are not in themselves harmful but which present such an unprepossessing appearance as to exercise a blighting effect on their immediate surroundings. Conversely, many industries, which are themselves adequate from an operational standpoint, are seriously affected by environmental factors which impair their operational efficiency. A related and serious problem stems from the inadequacy of community facilities serving the industries involved, including the availability of public transportation, the suitability of truck access facilities, and the availability of on-street or off-street parking.

A related type of industrial obsolescence which is becoming more prevalent in the area is *public or community obsolescence* which occurs where specific industrial locations have become undesirable because competing land uses offer a greater advantage to the community, or because the existing industrial use deters or impairs a more desirable use of neighbouring or nearby land. One particular problem which is becoming increasingly serious is that of air pollution; there are numerous well-established industries which are operating at reasonably satisfactory pollution levels with respect to their present surroundings but which would be required to undertake very extensive improvements if nearby areas were to be redeveloped with residential or community uses.

As is the case with commercial blight, the various types of industrial obsolescence are generally found in those inner areas in which residential blight is also concentrated. This is particularly true of the two most critical aspects of industrial blight—industrial properties which are themselves seriously deteriorated or which exercise a blighting effect on their surroundings.

The location of blighted or blighting industrial structures is shown on Map 3. It may be seen that the distribution of industrial blight is somewhat more widespread than is commercial blight—both because there are more industrial properties in residential areas which contribute to the

deterioration of their neighbourhoods, and also because of the relatively large number of structures in industrial areas, particularly south of Queen Street, which are physically deteriorated through age and lack of maintenance. All told, there are about 485 industrial properties in Metropolitan Toronto which are considered either to be blighted or to have a blighting effect on their surroundings. About 450 of these are in the city and about 25 in the Lakeshore/Etobicoke area, with the remainder at scattered suburban locations. In addition, there are about 40 blighted or blighting industrial properties in the fringe, the majority of them in the Lakeview section of Toronto Township to the west of Metropolitan Toronto.

CURRENT PUBLIC AND PRIVATE PROGRAMS

It is important to relate the urban renewal needs of the area to the various public programs which will affect in varying degree the proposed Renewal Districts. These programs involve a considerable expenditure of public funds, and it is one of the basic premises of this study that all public expenditures in the older parts of the area should be coordinated to secure the maximum possible public benefit. The public programs which are particularly relevant in this connection are those relating to transportation facilities, sewer improvements, community facilities, public housing, and the existing commitments with respect to redevelopment. It is also important to ascertain the relationship between the proposed Renewal Districts and current private redevelopment activity.

The relationship between the proposed Renewal Districts and current public and private programs is illustrated on Map 4.

Transportation Facilities

The areas which require renewal treatment are located largely in the inner sections of the metropolitan area where there is a satisfactory surface transit system which provides an adequate level of local service and also feeds the rapid transit system. The existing subway system will have only a marginal effect in improving the accessibility of the proposed Renewal Districts. However, the proposed Queen Street transit facility would traverse some of the most deteriorated and obsolete areas in the city. Whether the Queen Street line is built as a subway or as an intermediate type of transit facility on its own right-of-way, it may be expected to improve accessibility across the entire lower portion of the city, and in particular may enhance the economic attractiveness of the future industrial redevelopment areas south of Queen.

The present expressway system provides only limited service to the future Renewal Districts, primarily in the Don Valley/Queen/Dundas area. However, completion of the expressway system as suggested in the proposed Metropolitan Official Plan would greatly improve the accessibility of many of the future Renewal Districts, especially in the western part of the city, which will be well served by the proposed Crosstown Expressway and the Highway 400 Extension. In the east, the future extension of the Gardiner Expressway will improve the accessibility of the residential and industrial Renewal Districts in the Leslie Street area, and will have a particularly favourable effect on the Victoria Park industrial Renewal Districts in Scarborough.

As far as transportation facilities are concerned it will of course be necessary to provide adequate rights-of-way and suitable buffer areas in the redevelopment plans, but the main value of these facilities for the

future Renewal Districts will depend largely on the provision of suitable interchange facilities. The design of the arterial road connections to the Highway 400 Extension will be of particular importance with respect to the affected Renewal Districts.

Sewer Improvement Programs

Much of the existing sewer system in the older sections of the area is not adequate for handling present discharges of sanitary and storm waste or to cope with increased demands arising from redevelopment. Because of this, the City of Toronto has embarked on an extensive 25-year sewer replenishment program which is directed toward the elimination of existing flooding conditions during periods of heavy rainfall, the prevention of future flooding as redevelopment takes place, and the reduction and eventual elimination of pollutorial discharges from the city's sewer system to the Don and Humber Rivers and to Lake Ontario. The program does not provide for complete separation of the city's storm and sanitary drainage, which would be economically prohibitive, but provides for partial separation by the construction of new road sewers in several sections of the city to handle storm run-off, thereby relieving existing combined sewers and permitting them to handle more intensive development. The program also provides for the rehabilitation or replacement of existing sewers which are in a state of structural disrepair.

Some of the other municipalities are also undertaking sewer improvement programs directed primarily toward the provision or replacement of trunk storm sewers. A comprehensive program is underway in East York, engineering studies have been started in York Township, and Scarborough is providing new trunk facilities for the southwestern corner of the Township where redevelopment is anticipated. In addition to these local programs, Metropolitan Toronto will be constructing a new 5½-foot crosstown interceptor sewer which is designed primarily to accommodate increased sanitary waste arising from redevelopment of the inner areas and to relieve existing interceptors.

The total cost of the city's 25-year program will be about \$155 million, and it has been estimated that necessary sewer improvement programs in the inner suburban municipalities may cost up to \$50 million. Together with the projected expenditure of \$20 million on the metropolitan interceptor, it is likely that there will be a total expenditure of \$225 million on the improvement of sewer facilities in the inner sections of the metropolitan area.

The relationship of the sewer improvement program to the proposed Renewal Districts is illustrated on Map 4.* Almost all of the proposed Renewal Districts will require extensive improvement of their sewer systems, and it is obvious that the required renewal or redevelopment cannot be accommodated without the provision of both local and trunk sewer facilities. The programming of these works will be an important factor in determining the rate at which the public renewal program proceeds in Metropolitan Toronto.

Community Facilities

The responsibility for determining the location of community facilities rests largely with the individual agencies which are responsible for

* Only proposed trunk storm sewers in East York and the City of Toronto and the metropolitan crosstown interceptor are shown on Map 4. Proposed local sewers have been omitted for the sake of clarity.

establishing and maintaining such facilities. While the local planning boards usually exercise a reasonable degree of coordination in the location of community facilities in new suburban residential neighbourhoods, this is less frequently the case in the replacement of existing facilities or the establishment of new facilities in the already developed areas. The program of each individual agency is of course based on its own specific requirements, and relates largely to the different service area requirements for each type of facility.

Of the various types of community facilities, schools are the most important with respect to their impact on the surrounding neighbourhoods, particularly in helping to establish their desirability as residential locations. However, there are many other types of community facilities of both a public and semi-public nature which have cumulative neighbourhood impact; these include churches, social welfare facilities, libraries, community and recreation centres, post offices, etc. The location of these facilities within the community is often a critical factor in establishing the residential soundness of the community and in sustaining the necessary renewal program. Conversely, when community facilities are neglected or established at random without respect to their location within the overall community pattern, their effect may well be dissipated and the possibility of carrying out a satisfactory renewal program diminished.

The location of all of the new community facilities which have been established in the vicinity of the proposed Renewal Districts is shown on Map 4. It may be seen that many new community facilities have been provided in the older sections of the metropolitan area over the past 10 years or so. This is particularly true of public schools but less true of separate schools which, because of the limited financial resources available, have had to concentrate new building activities in the developing suburban areas. Local public school boards, however, have produced a great amount of new construction in or near the projected Renewal Districts, comprising 49 new school buildings and 72 school additions; these represent, respectively, 16% and 37% of all of the public school construction in Metropolitan Toronto since 1954.

While there has already been a considerable volume of construction of community facilities in the future Renewal Districts, it is likely that the prospective renewal program will lead to an increase in school-age population and in the number of elderly persons in most of these areas. There is thus likely to be a substantial need for sites for facilities serving these segments of the population, as well as for increased social service facilities. School sites in particular are usually of a minimum size in the older sections of the area, and there is a serious deficiency in open space and recreational facilities in many districts. The location of existing facilities, particularly those which are relatively new or have had substantial improvement, will be an important factor in determining the specifications for the prospective renewal schemes.

Public Housing

At the present time, there are about 9,300 units of publicly owned housing in Metropolitan Toronto.* These include low-rental subsidized units for family accommodation, limited dividend moderate-rental units for

* Comprising housing owned or administered by the Ontario Housing Corporation, the Toronto Housing Authority, the City of Toronto Housing Company, the Metropolitan Toronto Housing Company and the York Township Housing Company.

family accommodation, and low-rental units for elderly persons, distributed as follows:

Location	Low-rental family units	Moderate-rental family units	Elderly persons units	Total	Pct. of Total
City of Toronto	2,335	1,365	625	4,325	46%
Inner suburbs	15	—	325	340	4%
Outer suburbs	2,895	—	1,755	4,650	50%
Total	5,245 (56%)	1,365 (15%)	2,705 (29%)	9,315 (100%)	100%

The location of existing public housing is shown on Map 4. Apart from the relatively large number of O.H.C. units in the northwestern section of North York and the northern part of Etobicoke, the most significant feature is the large concentration of public housing in the lower Don area directly east of downtown. At this location there are nearly 3,100 units of public housing—to be augmented by 250 units in the Trefann Court redevelopment project—all within a radius of about 2,000 feet and covering a practically contiguous area of over 80 acres. The concentration of fully 1/3 of the entire metropolitan public housing stock in this relatively small area has had two serious effects. It has led to a geographic imbalance in the distribution of low-rent housing which by now bears little relationship either to the original residence of public housing tenants or their place of employment; it has also served to identify an entire section of the city as a “public housing project” area. Because of this, the Ontario Housing Corporation acting in consultation with the Metropolitan Housing Advisory Committee has adopted a policy of not acquiring any additional property in this general area for public housing purposes, and a similar policy is recommended in this study.

It may be seen from Map 4 that with the exception of the Don area there are no substantial public housing concentrations in the other proposed Renewal Districts. It is a recommendation of the present study (discussed in Chapter V) that the provision of such housing be an integral feature of the renewal program for each of these areas.

Redevelopment Projects

Among other important public programs there are currently seven public redevelopment projects which either are already underway or for which the city is preparing schemes. Six of these projects are concentrated in narrow geographic bands near the central area, with three projects in the near east end (Trefann Court, Don Mount Village and Don Vale), and three in the near west end (Alexandra Park, Kensington and Angus Place); the remaining project, Trinity, is about one mile further to the west.

As shown on Map 4, the Renewal Districts proposed in this report extend over a considerably wider geographic area than the present projects. While the projects which are underway or which were completed earlier (Regent Park and Moss Park) were in areas which contained some of the worst housing conditions in the metropolitan area, there is

now some serious doubt that it is advisable to continue with such a concentrated redevelopment effort in the more central sections of the city to the exclusion of other deteriorating areas. As with the case of public housing, it is a basic recommendation in the present study that a better geographic balance be attained in the overall public renewal program.

Private Redevelopment

It was noted in Chapter II that a very substantial proportion of apartment development in Metropolitan Toronto is taking place outside the city and the inner suburbs. More than half of the new apartments built since 1960 were in the three outer suburban townships (North York, Etobicoke and Scarborough); about 54% of all the apartments were constructed in these three municipalities, with the City of Toronto accounting for 26% of the new apartments, and the inner suburbs 20%.

While there has been a nominal amount of redevelopment in the outer suburbs, the great bulk of apartment construction in these three municipalities has been on vacant land. Conversely, almost all of the apartment construction in the inner areas has been by way of private redevelopment of single family housing—some 4,800 apartment units in 1965 and about 25,000 units since 1960.

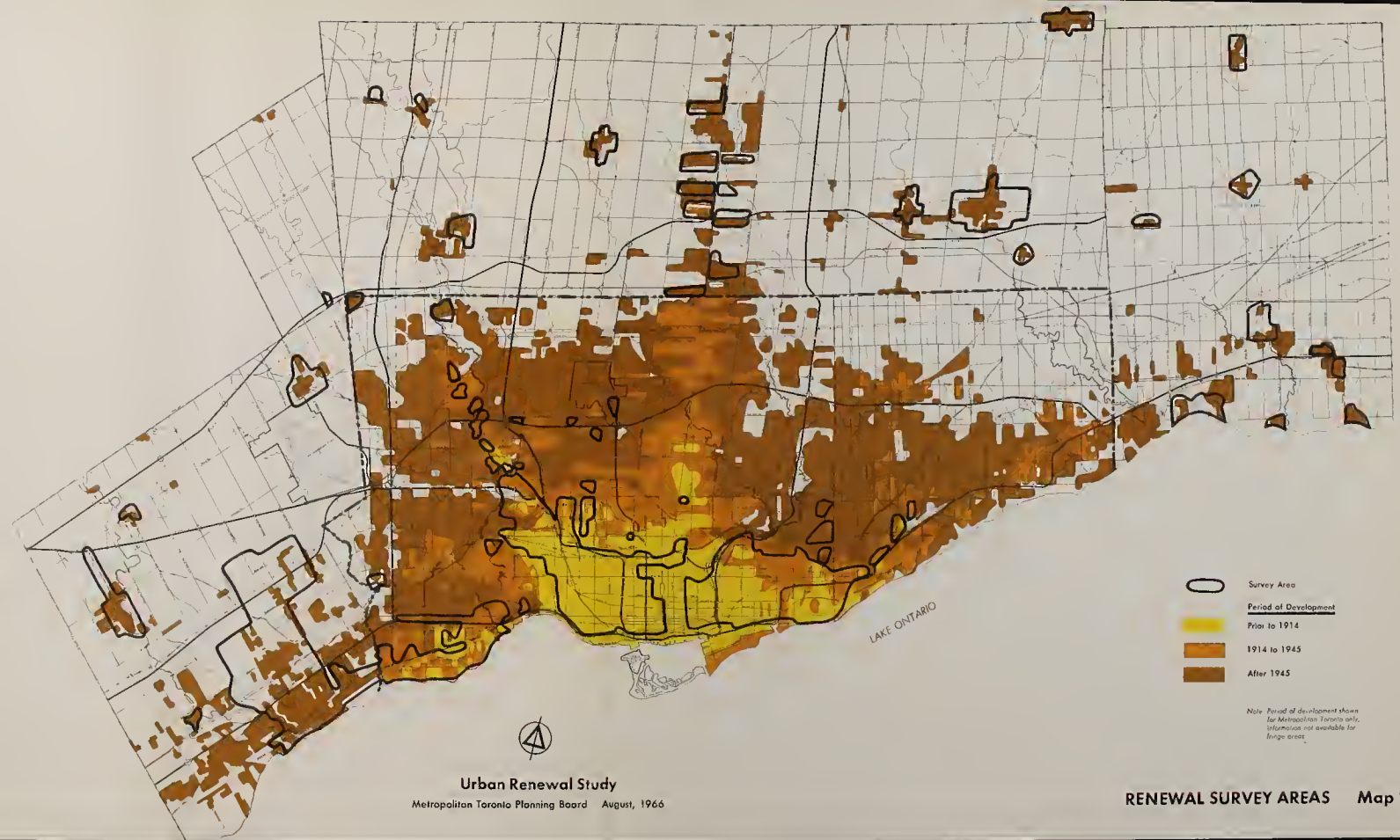
The location of new apartment construction in Metropolitan Toronto is shown on Map 4 which illustrates the principal apartment concentrations built over the past 4 or 5 years. It may be noted that there has been almost no private redevelopment in any of the proposed Renewal Districts nor any redevelopment of consequence even in near-by areas, with the exception of the downtown apartment concentrations in the Yonge/Jarvis corridor and recent apartment development in the Bloor/Dovercourt area. While a few apartment projects are underway or in prospect at certain locations in the proposed Renewal Districts (Gerrard/River Street and Stephanie Street, for example), it is evident that the areas most in need of renewal activity have been almost entirely avoided by private developers. The St. James Town development is perhaps an exception since without private redevelopment the area in question (north of Wellesley and west of Parliament) would probably have required a public renewal program. It is significant, however, that this development was able to proceed at least in part because of Municipal Board exemption from the city's current zoning standards (F.A.R. of 3.5 instead of 2.5, and 50% parking instead of 125%). It is also noteworthy that this project was unique among private redevelopment projects in that it created relocation problems which could only be resolved by public intervention and at least some public assumption of responsibility.

Reluctance by private builders to undertake redevelopment in areas where there is extensive evidence of obsolescence or blight stems both from the high cost of such lands and the difficulty of assembling suitable parcels for redevelopment. It is also related to the nature of the current market for high rental accommodation and the locations where such demand may be satisfied most easily. The need to be concerned with the rehousing of displaced residents, as at St. James Town, is likely to be an inhibiting factor, as is the fact that municipal services and residential amenities in such areas are generally inadequate.

As a result of these factors, private interest in the redevelopment of the older or deteriorating areas has generally been confined to questionable

proposals, involving either excessive densities or the residential redevelopment of industrial properties in locations where residential buildings should not be permitted.

The renewal needs of the community can only be met by the maximum employment of both public and private resources, and the attraction of private redevelopment potential into the more obsolete parts of the community represents one of the prime objectives of the required renewal program.



Improvement Areas

Improvement areas*

Pockets of poor housing*

*As established by the
City of Toronto Planning Board

Non-Residential Blight*

- Deteriorated commercial structures
- Blighted or blighting industrial structures
- Commercial vacancy over 5%

*In Survey Areas only.



Urban Renewal Study

Metropolitan Toronto Planning Board August, 1966



Survey Areas



Residential Condition

Percent of Residential Structures
in Bad or Poor Condition*



Less than 20%



20% to 49%



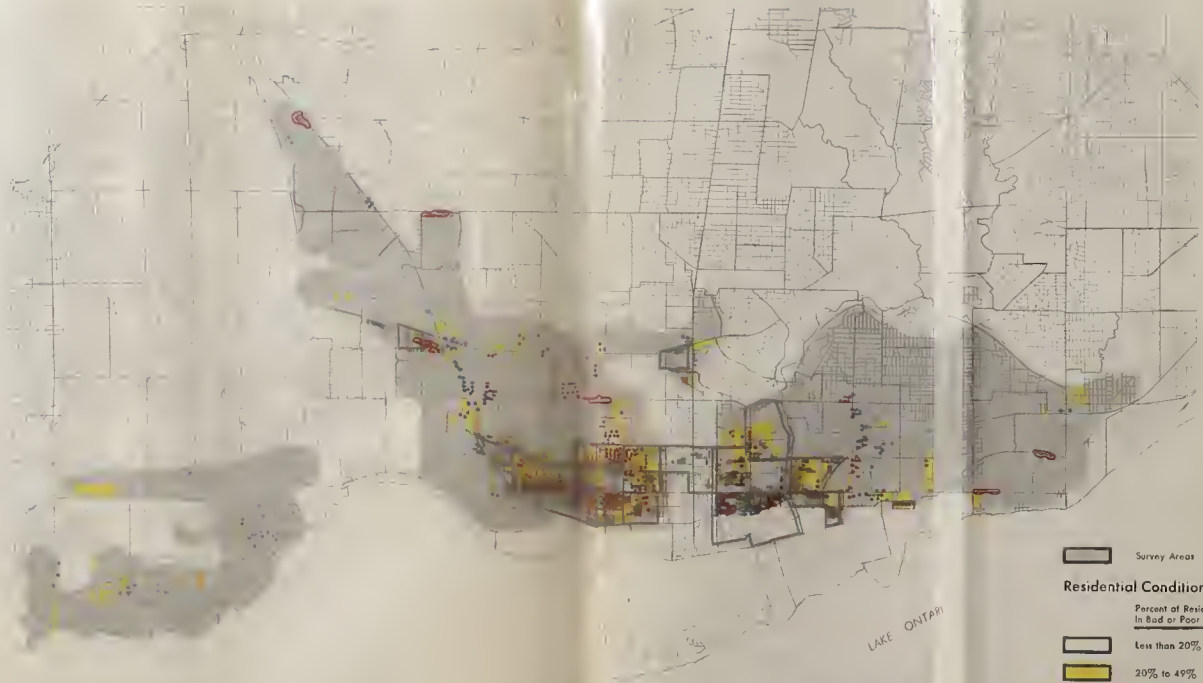
50% to 75%



More than 75%

*In Survey Areas only

LAKE ONTARIO



Urban Renewal Study

Metropolitan Toronto Planning Board August, 1966

Improvement Areas

- Improvement areas*
- Pockets of poor housing*

Non-Residential Blight*

- Deteriorated commercial structures
- Blighted or blighting industrial structures
- Commercial vacancy over 5%

*As established by the City of Toronto Planning Board.

*In Survey Areas only.

Survey Areas

Residential Condition

Percent of Residential Structures In Bad or Poor Condition*

- Less than 20%
- 20% to 49%
- 50% to 75%
- More than 75%

*In Survey Areas only

PROBLEM AREAS

Map 3





Urban Renewal Study

Metropolitan Toronto Planning Board August, 1966

CURRENT PUBLIC AND PRIVATE PROGRAMS

Map 4



Chapter IV

URBAN RENEWAL PROBLEMS AND TECHNIQUES

GENERAL APPROACH TO RENEWAL

In a general sense, urban renewal deals with the obsolescence of the urban community, and it can be defined in simple terms as the adjustment of the obsolete parts of the urban structure to present and future needs.

Urban obsolescence takes many forms. Physical obsolescence is reflected in deteriorated structures and inadequate equipment, both within buildings (lighting, heating, plumbing, cooking) and in public equipment (waste disposal, water supply, pavements and sidewalks). It is reflected also in building plans, residential and non-residential, which do not conform to current needs. Environmental obsolescence is expressed in physical, social and economic terms. Most common is neighbourhood obsolescence—manifested in incompatible land uses, defective street patterns and inadequate community facilities. Social obsolescence is reflected in unbalanced population distribution, neighbourhood instability, and the establishment of social ghettos; economic obsolescence in an imbalance between the community's economic resources and needs, and in overall land use and transportation patterns which do not meet the current needs of the metropolitan economy or provide a reasonable distribution between places of employment and residence.

Many, but not all, of these conditions are found in Metropolitan Toronto. Physical obsolescence, both of structures and equipment, is relatively widespread but in most cases not severe. Neighbourhood obsolescence is found in many areas. But many of the social and economic problems which are found in other large metropolitan areas, particularly in the United States, are absent here. There are no concentrations of disadvantaged minority racial groups and relatively little social segregation. Suburban growth has been rapid and steady, but central city functions have not declined; the central areas still house a wide cross-section of population and generate a satisfactory level of economic activity. Minor anomalies exist in the distribution of land uses and there are many properties which are either underdeveloped or overdeveloped in terms of their location, but the general land use pattern is reasonably satisfactory, and the transportation system, both public and private, serves the economy and social life of the community with reasonable adequacy. And while there are some serious inadequacies in municipal facilities and services, the organization of government on a metropolitan basis has by and large overcome the destructive fragmentation of services and facilities which is characteristic of many metropolitan communities.

The main factors which determine the general approach to urban renewal in Metropolitan Toronto may be summarized as follows:

1. There is a relatively widespread distribution of a moderate degree of physical blight, but there are no substantial concentrations of serious blight.

2. Most residential neighbourhoods are relatively stable. Unlike many American cities, there is no strong need to reverse the suburban exodus of the community's "non-dependent" population.

3. While development of the outer sections of the metropolitan area has proceeded rapidly, there has also been a high level of private redevelopment in many parts of the inner area, both for residential and non-residential purposes. Residential renewal has occurred in the building of high density apartments and in the private rehabilitation and physical upgrading of several inner area residential neighbourhoods. Redevelopment and renewal of the central business area have also proceeded at a steady rate.

4. There is a severe shortage of housing for low-income families and individuals, and an increasing shortage of housing for families with moderate incomes. While the housing needs of other groups are being met more or less satisfactorily through the operation of the private housing market, there is little prospect that the need for low rental or moderate rental housing can be satisfied except through direct public action or extensive public intervention.

5. The renewal of blighted or deteriorating non-residential property is similarly not amenable to independent private action, and the need to improve or replace such property will also require extensive intervention by public authorities.

The renewal needs of the area do *not* involve serious reorganization of the land use pattern, the elimination of large concentrations of blight, or substantial public intervention in the redevelopment of the downtown area. What is required is a widespread effort directed at the modest improvement of many inner residential areas, aimed both at correcting existing inadequacies and preventing future deterioration, and consisting of the following principal objectives:

1. Improvement of deteriorating neighbourhoods through a coordinated program of public and private activities, including clearance or rehabilitation of badly deteriorated properties, maintenance of suitable housing standards, removal of incompatible uses, and the provision of a variety of public improvements and services.

2. Provision, in a variety of forms and at many locations, of housing accommodation for low and moderate-income families and individuals.

3. Reorganization and improvement of the older industrial areas, both to facilitate the operations of existing industries and to provide facilities for industries displaced from residential neighbourhoods.

4. Reorganization and improvement of viable commercial districts in the older sections of the area.

The main planning objectives which govern the scope of urban renewal activities in Metropolitan Toronto are set down in the Metropolitan Toronto Official Plan which was adopted by the Metropolitan Planning Board in

1965 and is currently being considered by the Metropolitan Council. The plan establishes the general land use and transportation pattern of the metropolitan area and the overall distribution of population, and stipulates the basic principles governing development and the provision of major public services and facilities. The objectives and policies which are particularly relevant with respect to the renewal program are the following:

1. Establishment of a balanced stock of housing accommodation at a wide range of densities in all major sections of the area in order to satisfy the varying housing requirements of families and households of different sizes and income levels. Diversification of dwelling types at varying densities throughout the area to avoid sharp distinction or firm segregation of rental from purchase dwellings. Integration of high-density residential development in lower density residential areas by restriction of such buildings to locations which provide advantages for such use and adequate community and transportation facilities.

2. Conservation and rehabilitation of the existing housing stock in order to meet the long-term requirements for low and moderate-rental housing which are satisfied only partially by new public and private construction. Provision of public low-rent and moderate-rent housing in suitable locations throughout the area, including vacant suburban lands, underdeveloped lands in the inner areas, cleared sites in blighted areas, and in existing residential buildings.

3. Orderly transition to industrial use of areas of residential occupancy within industrial districts, and orderly removal of incompatible industrial uses in predominantly residential areas. Redevelopment of blighted areas to be limited by the extent to which relocation caused by clearance can be accommodated by the stock of available public and private housing.

4. Establishment of a balanced pattern of housing, employment opportunities and transportation facilities in all major sections of the area in order to reduce the need to commute while facilitating the ability to commute. Intensive development of the central area with a complete range of commercial and cultural facilities accessible to each other by pedestrian movement and to all other parts of the area by efficient means of mass transportation. Development of sub-centres with a wide range of commercial services, institutional facilities and office employment.

These and other Official Plan policies set the framework within which urban renewal is to take place. The Official Plan does not, however, specify the areas for either public or private renewal action. The designation of such areas will rest on the findings of the present study and its disposition by the Metropolitan and local Councils, and, as well, on the findings of the Metropolitan Planning Board's concurrent study of apartment development.

The general aim of the urban renewal program—to correct obsolete aspects of the urban structure—is governed by two specific considerations.

One is to secure the maximum coordination of all public expenditures in the inner sections of the metropolitan area. In addition to the many different on-going programs for the provision of public services and facilities, there will be very large public expenditures related directly to renewal activities. It is essential that all of these different expenditures be focussed so as to achieve the greatest possible impact on the improvement of the various renewal areas.

The second consideration is to secure the greatest possible involvement of private activity in the renewal program. The obstacles to private activity in renewal areas have already been noted. It is important that both private enterprise in general, and the individual property owners specifically, be encouraged toward maximum participation in the renewal program. For the latter it will be necessary to develop appropriate methods of financial and technical assistance in working toward the improvement of individual properties. To involve private enterprise generally in areas where investment is socially desirable but economically unattractive the following general methods will have to be considered: provision of redevelopment land by public assembly and write-down; public investment in community facilities and services; flexible application of zoning and building regulations. Above all, it is essential that the planning policies of the community be clarified as they relate to private renewal, involving both a realistic appraisal of the need and demand for redevelopment balanced against the availability of public services, and the recognition of areas of relative stability in which redevelopment is neither necessary nor desirable.

MAJOR PROBLEMS

Rehabilitation

The improvement of existing housing which is in a relatively poor condition is an essential component of the required renewal program. Many of the features which contribute toward residential obsolescence are capable of correction and improvement. For dwellings that are in a basically sound structural condition, such things as the provision of new equipment (heating, wiring, plumbing, cooking), replacement of defective floors and other minor structural repairs, interior and exterior decoration, and re-partitioning, can usually bring the structure up to a satisfactory standard of livability and extend its useful life for many years.

Rehabilitation is a difficult and complicated process. The results are inconspicuous, diffused, and not particularly photogenic. It is slow and tedious, and involves endless detail work. Rehabilitation is also risky; it is impossible to predict hidden structural weaknesses, and as the work proceeds there are often unpleasant surprises which bring out mistakes in judgment. It contrasts sharply with clearance which is simple, predictable, safe and dramatic. Nevertheless, there is little doubt that the success of the metropolitan renewal program will depend in large part on the degree to which it brings about a general rehabilitation of the existing stock of housing in the older sections of the area.

A basic problem in developing a suitable rehabilitation program is to establish the general housing standard toward which the rehabilitation will be directed. The present City of Toronto housing standards by-law is directed toward ensuring only a minimum standard of fitness relating mainly to health and safety factors. It does not effectively regulate maintenance or occupancy, but even if it did it is doubtful that it would be effective in achieving a substantial upgrading of the general run of poor housing in Metropolitan Toronto.

On the other hand, the standards required by C.M.H.C. for rehabilitation loans in urban renewal areas ("Minimum Property Standards") provide an effective level for sound rehabilitation activity but may, in some cases, be higher than necessary. These standards are in many respects similar to those required for new house construction under N.H.A. financing,

allowing generally for some reduction in minimum room sizes and other dimensions. Heavy rehabilitation expenses are often incurred by the fire-proofing requirements, such as the provision of masonry party walls to the roof line. While there is no doubt that the imposition of these standards would be effective in achieving a marked up-grading in the quality of much older housing, in some respects these standards may impose a higher level of rehabilitation than would be required if the objective were simply to bring the housing up to the general standards of sound housing in the neighbourhood.

Because the nature of rehabilitation is unpredictable and cannot be determined until there has been a detailed inspection of each prospective property, it is very difficult to establish the costs of rehabilitation. Experience in various cities shows an extremely wide variation.* In Toronto, the only useful experience derives from Alexandra Park where rehabilitation is an important element in the present renewal program. In the sector where private rehabilitation is to be undertaken, current surveys indicate that the average cost per unit would be about \$1,600 to bring dwellings to the standard required by the city's housing standards by-law, and about \$1,900 per unit to achieve a somewhat higher "rehabilitation" standard. In the public housing sector of the project, it appears that the average rehabilitation cost may run to \$6,500; this would bring the dwellings up to the required C.M.H.C. standard and qualify the housing for C.M.H.C. financing over a 25-year mortgage period. Additional costs for site improvement, services, fees, etc. may bring the total up to an average of \$8,000 or \$9,000 per unit.

Cost differences in rehabilitation relate not only to the standards aimed at but also the method of carrying out the work. When carried out by the individual home owner, rehabilitation may be considerably less costly than when carried out by a large contractor. Much of the work is done by the owner or his friends at odd hours and over an extended period. Smaller jobs require smaller contractors and tradesmen, involving less supervision, office staff and overhead. Usually work is done only as required; most home owners will not concern themselves *today* with major items such as plumbing or roofing which can be put off for several years. On the other hand, the experience of the Philadelphia Housing Authority has shown that a large public organization can carry out an extensive rehabilitation program, using its own work force, more economically than private contractors. An agency which carries out a great deal of rehabilitation can benefit from economies of scale, utilizing a highly specialized, skilled and experienced staff, and maintaining a substantial inventory of the great variety of items required for rehabilitation.

It is likely that the urban renewal program in Toronto will call for different types of rehabilitation programs; as at Alexandra Park, one under the auspices of the public housing agency in which rehabilitated units are brought up to mortgaging standards, and the other involving housing in a relatively better state of repair which is improved largely by the individual home owners themselves. In addition, it would be desirable to acquire and provide houses for rehabilitation by private parties either for subsequent rental or re-sale. Such houses would have to be brought up to mortgaging

* In the North End renewal project in Hamilton the average cost of rehabilitation was \$3,875 per unit. In a major project undertaken in Philadelphia the average cost was \$2,800, but the cost of rehabilitating individual units ranged between \$1,000 and \$5,400. In Boston, one rehabilitation project was undertaken at an average cost of \$2,000, while for another project the indicated cost was \$4,500 per unit.

standards as with the suggested O.H.C. rehabilitation, and would also require a substantial write-down.

It would be futile to attempt to establish an arbitrary ratio between the maximum cost of rehabilitation and the purchase price of the dwelling to be rehabilitated, as is suggested. Even if the cost of rehabilitation goes as high as \$9,000 or \$10,000, the end cost of the unit is likely to be about half the cost of an equivalent new unit, which is the critical factor to be considered. Assuming that the purchase price of the properties is written down for public housing purposes, similar to the write-down which is applied to cleared lands, it is obvious that rehabilitation even at the indicated cost levels will provide an economic way of producing low-rental housing.

Concerning rehabilitation by individual home owners, it is evident that an extensive program of this type will present many problems. A current study on rehabilitation prospects in three moderately deteriorated neighbourhoods, undertaken under the City Planning Board's auspices, indicates that there are serious constraints on such a program.* Most home owners in these areas have limited resources, with the median income in the survey areas not exceeding \$3,600, and there is a high proportion of elderly persons who have a strong reluctance to incur indebtedness even when they have no outstanding mortgage obligations. For home owners in these areas a reasonable expectation of home improvement would project a modest program carried out over a period of years, utilizing their own or family labour, and with an average cash expenditure of perhaps \$200 annually.

The situation is similar at Alexandra Park. Fully 7/8 of the dwellings to be rehabilitated in the private sector are occupied by their owners, and only 15% are mortgaged. But the median family income is less than \$4,000, and nearly half of the dwellings would require an expenditure of over \$2,000 to bring them up to the relatively modest "rehabilitation" standard envisaged by city officials.

It is clear that the major problem in rehabilitation is largely one of finance. Home improvement loans, to a maximum of \$4,000, are available in redevelopment areas, but it is doubtful that a large proportion of the families in these areas will have the financial ability to incur such obligations. It is obvious that a more direct form of financial assistance will be required if there is to be any substantial amount of private rehabilitation in the older areas of Metropolitan Toronto. Financial assistance can take several forms; for example, loans at below-market interest rates; direct grants to low-income families, as under the U.S. urban renewal program; or loans with a moratorium on repayments until the property passes out of the owner's possession. Alternatively, the major burden of residential rehabilitation can be directed toward the Ontario Housing Corporation or to other non-profit corporations, with the dwellings acquired and rehabilitated by O.H.C. and then conveyed to individual owners on a lease/back or purchase/back arrangement.

Low-income families in Metropolitan Toronto generally pay a high percentage of their income for housing much of which calls for rehabilitation. If they were forced to pay the cost of rehabilitation it would not only impose undue hardship but would lead many to attempt to reduce their housing cost by doubling-up, subletting, etc.

* "Prospects for Rehabilitation of Housing in Central Toronto", Dr. Albert Rose, 1966.

In addition to providing extensive financial assistance, it is also necessary to provide home owners with technical assistance. The establishment of expert and sympathetic field staffs to provide guidance in carrying out repairs, and the provision of materials and supplies on a minimum-cost basis, would help home owners considerably in undertaking necessary repairs. The establishment of such a machinery is one of the most important steps to be taken in carrying out residential rehabilitation on a neighbourhood basis.

Code Enforcement

In many ways, the "slum" problem is largely one of management. The management of residential property to ensure a reasonable level of maintenance is an essential objective of urban renewal. The imposition and enforcement of minimum housing standards—to ensure adequate "management"—is thus an essential element in the renewal program, and is required by the senior levels of government as a condition of financial assistance in carrying out the program.

Minimum housing standards by-laws are currently in force in Metropolitan Toronto only in the City of Toronto. Etobicoke has adopted a by-law under Section 30a of The Planning Act which is still to be heard by the Ontario Municipal Board, and East York is currently preparing such a by-law. The Etobicoke by-law stipulates a relatively high standard of maintenance, but the East York by-law will evidently be devoted largely to external maintenance only. There are no housing standards by-laws in the lakeshore municipalities which contain the remaining residential areas suggested for inclusion in the renewal program.

The enforcement of housing codes can do little more than maintain a rock-bottom minimum standard of health and safety in the deteriorated and deteriorating residential areas. While such by-laws generally regulate occupancy by means of a minimum space standard (expressed in terms of floor space per individual), they do not get at the central issue of overcrowding, which is the occupancy by two or more families of quarters which are designed for single-family use with a consequent overloading of facilities. And while the Toronto by-law (which is based on a private bill) can require the installation of certain facilities where they are lacking, there is now some doubt that by-laws adopted under The Planning Act can impose such a requirement.*

The city is currently considering amending its by-law in order to secure more effective compliance. Under the present by-law it is impractical for the city itself to demolish or repair dwellings whose owners have refused to comply with orders issued under the by-law. Other serious problems relate to the procedure for notification of violations, and to loopholes which permit a landlord to avoid compliance by "selling" the property to the erstwhile tenant who then incurs the responsibility for compliance.

Violations of the housing standards by-laws are not always the fault of the landlord, but frequently result from poor maintenance practices on the part of tenants. An effective code enforcement program must be positive as well as negative, and an adequately staffed and financed agency which will provide advice and instruction in good housekeeping techniques is an essential element in achieving a satisfactory level of maintenance.

* The Ontario Municipal Board recently ruled that the proposed housing standards by-law in Sudbury, which permits the municipality to require owners to install facilities which do not now exist in a dwelling, such as additional plumbing or larger windows, goes beyond the powers stipulated in Section 30a of The Planning Act, which refers only to items "to be repaired". (Ontario Municipal Board File No. P 1096/66, July 11, 1966.)

Effective enforcement cannot depend exclusively, or even largely, on the registering of complaints. For tenant-occupied dwellings in particular, code enforcement poses difficult problems. If the landlord makes the required repairs, he frequently raises the rent. If he prefers to demolish the building, the occupants are evicted. In either case, the tenant suffers. It is difficult to expect persons who in the end are harmed by a law to cooperate in securing enforcement of the law. Without such cooperation it is difficult to keep track of violations. In the most seriously deteriorated areas it is necessary, as the city has done, to carry out intensive and recurring inspections on a blanket basis. It is important to use equally effective methods of locating violations in other areas where correction of the serious housing defects covered by the by-law is also urgent if the amenity of the area is to be preserved. For by-law inspection and enforcement to be effective elements in the overall renewal program, they should be carried out on a regular basis in all areas where blight is present or incipient.

From the standpoint of public policy, code enforcement is often a double-edged sword. It gives the owner whose building violates the code a choice of "reinvesting" in the area by bringing the building up to standard, or "disinvesting" in the area by demolishing it. The basic decision as to whether an area calls for reinvestment or disinvestment is for the community to make. Disinvestment is called for when present or anticipated demand in an area differs radically from its present use, reinvestment where the type of demand is substantially unchanged.

Decisions on the preservation or demolition of the available stock of housing should, in the end, rest with the community rather than be left to fortuitous private actions. This can best be achieved by requiring that buildings in which compliance is not attained be sold to the public authority at site value; since such buildings are established as being not habitable, they cannot be rented, cannot produce income, and hence have no value. It will then be the community which decides whether a building warrants repair or should be demolished, and the community which makes the serious decision as to displacing existing tenants from such buildings.

However the basic purpose of code enforcement is to ensure that adequate housing standards are maintained in the community. It is far better to direct the community's efforts to improving residential property to the point where such standards are attained than to carry out a code enforcement program which is directed more to the elimination of housing.

Public Housing

While urban renewal, in the broad sense, and public housing are separate and distinct programs with their own characteristics and specifications, they are actually so interrelated that it is fruitless to consider them in isolation. The principal reason for the continued supply of substandard housing—whether concentrated in clearly defined districts, or scattered over wide areas as in Metropolitan Toronto—is the wide gap which exists between the price of standard housing and the price which numerous families and individuals are able to pay for housing. This amount is effective as a demand for substandard housing only, and substandard housing is available only because there is an effective demand for such housing.

The gap between the cost of housing and the income of many of the area's inhabitants may be illustrated simply. In 1961, 1/4 of the area's

“spending units” (families and single individuals) had an annual income of less than \$4,000, and well over half had an income of less than \$6,000. The current (June, 1966) public housing waiting list of the Metropolitan Toronto Housing Registry shows a median family income of about \$3,400; only 28% of the families have an income over \$4,200. Against this is the price of housing in the area, with a current average new house cost of close to \$22,000 and the average rental for a new 2-bedroom apartment of about \$150 (and even higher in the city). The shortage of housing for low and moderate-income families is reflected in the price and rental of older housing as well which is also effectively beyond the reasonable reach of a considerable portion of the area’s inhabitants, and in the abnormally low vacancy rate for apartments—currently about 1%.

The existence of substandard housing is the most important factor in neighbourhood blight. The provision of an adequate supply of satisfactory housing, both to replace deteriorated dwellings and to relieve overcrowding, is undoubtedly the most important component of the urban renewal program, as it is the only way to reduce the effective demand for substandard housing. Housing will be provided by various means including the construction of new housing on cleared sites (both major clearance and spot clearance), and the rehabilitation of existing housing, and under both public and private auspices.

The situation with respect to the production of public housing in Metropolitan Toronto has ^{been} clarified considerably in recent months. With the establishment of the Ontario Housing Corporation as the primary agency for the production of subsidized housing in the area many of the difficulties from the previous diffusion of responsibility have either been eliminated or considerably lessened. Over the past year the Corporation acquired about 1,200 existing dwelling units of which about 39% were occupied (as of June 30) by previous tenants on “overholding” leases, and 53% were occupied by new public housing tenants from the Housing Registry.* As time goes on, overholding tenants will represent a steadily decreasing proportion of the occupants in O.H.C. housing; in the housing which was acquired prior to January, 1966, for example, only 28% of the tenants were on overholding leases as of June, 1966, and 62% were new public housing tenants from the Registry.

The O.H.C.’s concentration on the acquisition of existing buildings has enabled it to make a substantial inroad in the accumulated demand for low-rental housing. However, the resulting displacement of moderate-income families in today’s tight housing market may also present serious problems, and it is essential that the public housing program be directed much more to the construction of new housing and the rehabilitation of existing housing than to the continuing acquisition of existing housing in good condition.

The flexibility which characterizes the O.H.C. operations—as contrasted with the administrative rigidity of the previous arrangements for the production of public housing by the Federal-Provincial-Metropolitan partnership—will be particularly important in meeting the basic objective of involving private enterprise to the greatest possible extent in the renewal program. Unlike previous renewal projects in Toronto which consisted

* The remaining 8% of the units were occupied by previous tenants who had transferred to O.H.C. leases.

exclusively of public housing, and unlike conventional U.S. renewal projects which consist either entirely of private housing or of well-defined private and public housing segments, it will be possible through O.H.C. and the Metropolitan Housing Company to produce both new and rehabilitated housing in the renewal areas as a joint public/private effort.

In suburban locations, O.H.C. is now participating in combined projects comprising public and private rental units and private ownership units, and it would be desirable that the housing program in the renewal areas be directed toward the same objective to the greatest possible extent. While much of the recommended renewal program (as described in Chapter 5) will consist of new or rehabilitated housing on scattered small sites, there will also have to be a substantial amount of "project" housing. Housing projects as such need not be condemned; they present valuable opportunities for effective site layout and building design, particularly when comprised of both low and high rise buildings. It is the undesirable segregation arising from the development of very large projects consisting exclusively of public housing which is questionable. It should be a fundamental aim of the renewal program to avoid this result by a suitable mixture of subsidized and unsubsidized housing.

Despite the increasing amount of public housing in suburban locations (which is justified by current figures from the Housing Registry*), a substantial proportion of prospective public housing tenants will continue to require a relatively central location. These are the areas in which they have lived and established strong ties, areas which have the type of retail and service facilities which they need, and areas which provide both the best access to the concentration of jobs in the centre and relatively good access to jobs at any point near the periphery. This last characteristic is particularly important for low-income families with secondary wage earners, for "moonlighters", and for workers whose employment tends to be unstable.

One particular problem to which attention will have to be given is that of families who are receiving public assistance. It has been the O.H.C. aim to limit the proportion of "welfare" tenants in any project to about 10% of the total population, though this policy is applied with considerable flexibility and, in some instances, there has been a much higher ratio. If the renewal program projected in this report is carried out involving most of the substandard housing in Metropolitan Toronto, it is obvious that it will be necessary to provide housing for a great number of welfare families, and it is at least questionable whether it will still be feasible to impose an arbitrary limitation on the proportion of such families in individual public housing developments.

A somewhat related question concerns the provision of special facilities for public housing tenants. There is little doubt that certain facilities such as day nurseries are particularly needed in areas with a high proportion of working mothers, or where there are many low-income families with several younger children. The provision of such facilities is basically a municipal responsibility, and this is but one of the many services which would be provided in a comprehensive program of neighbourhood services and facilities. It is particularly important that the need for these facilities

* About 2/3 of the families and elderly persons on the Registry live in the city, and the same proportion of household heads is employed in the city, but only about half have indicated a preference to be housed in the city.

is recognized in the planning both of the renewal areas and of the individual housing projects.

Neighbourhood Improvement

The maintenance and improvement of the housing stock depends to a considerable degree on the extent to which the neighbourhood environment is conducive to continued investment. Confidence in neighbourhood stability and desirability is comprised of many facets not least of which is the belief that there is a conscious public commitment to maintain and improve the neighbourhood's residential amenities. Together with the public and private actions to provide improved housing, there should also be a concerted public program for neighbourhood improvement.

The elements of such a program embrace both the provision of needed public facilities and the improvement of amenities. Among the former are such things as suitable schools on adequate sites, adequate parks and other recreational facilities for the different segments of the resident population, a satisfactory road pattern and suitable parking and transit facilities, libraries, clinics and social or community centres as required. The factors affecting the visual and environmental amenity of the neighbourhood include well maintained sidewalks and pavements, adequate street landscaping and suitable treatment of overhead utilities.

A critical factor in the improvement of residential neighbourhoods is the disposition of uses which are not compatible with the dominant residential environment. Such uses may be "non-conforming" in the legal sense (that is, contrary to the permitted zoning but continuing as an established use), or they may in fact conform to the zoning by-law but still be of an incompatible nature. "Legal non-conforming uses" exist in wide profusion. There are some 2,300 such uses in designated residential zones in the city, and they are found in the inner suburbs as well. The City Planning Board has determined that most of these are relatively innocuous; for example, semi-detached houses in areas zoned R.1, apartments in R.1F. areas (South Rosedale, etc.), corner stores and service stations. The degree to which non-conforming uses are really incompatible with the surrounding residences is related to the amount of nuisance which they create (dust, dirt, noise, odor, traffic, danger) and also to their general appearance in a residential environment. It is important that the worst non-conforming uses be removed from residential neighbourhoods in which comprehensive improvement programs are being carried out. Pending their removal, such uses should not be allowed to enlarge their scale of operation.

A more serious problem than legal non-conforming uses are the "conforming" uses, generally industrial, which have been established for a long time in areas that were subsequently developed as residential communities. While many of these properties are reasonably compatible with the surrounding residences, there are also many which have an undesirable effect on neighbourhood amenities, again because of noise, dirt, dust, or odor, because of their unprepossessing appearance in a residential environment, and very frequently because of the excessive traffic which they generate on residential streets. The removal of such industries and warehouses, whether they are blighted themselves or simply exert a blighting influence, is an essential element in neighbourhood improvement. The provision of suitable sites for the relocation of these industries is therefore an equally important part of the overall renewal program.

Non-residential Renewal

It was noted in Chapter III that while non-residential blight is not widespread in the metropolitan area it frequently presents a serious problem in the inner areas where residential blight is also present. Most serious, as discussed above, is the existence of blighted or blighting industrial properties in those residential neighbourhoods which require extensive improvement programs.

The removal of these industries presents a serious problem. They usually provide an important source of jobs for the nearby population, and while many of the establishments are small they represent in total a substantial economic and financial resource for the community. The buildings usually command a relatively low rent and provide a suitable place for the establishment of new "nursery" industries. It is important from the standpoint of the overall development pattern that provision be made for such industries to relocate in suitable in-town locations if they wish.

The removal of blighted housing from stable industrial areas will make it possible to assemble adequate parcels for the construction of new industrial buildings. There appears to be a need in this area for the establishment of multi-story multiple occupancy industrial buildings providing common shipping, receiving and parking facilities. This need will be augmented by the displacement of industries from the residential renewal areas. The economics of such development are not well established, but it is likely that land would have to be provided at a substantial write-down. At the same time, the removal of blighted housing will also facilitate the improvement of existing industrial sites, particularly by providing off-street truck loading areas.

With respect to commercial renewal, the problem appears somewhat less serious. Physical blight, as noted earlier, is not a major problem. Many of the inlying commercial districts however are deficient in customer parking and loading facilities, and provide inadequate room for expansion. In some areas, current vacancy levels indicate a need for substantial reorganization and possibly redevelopment to non-commercial uses. The replanning of viable commercial areas and the removal or replacement of some of the more marginal commercial uses will be an important part of the improvement program to be carried out in most of the renewal districts.

Relocation

The stipulation that families who are displaced in the course of redevelopment must be provided with adequate housing elsewhere is a relatively recent requirement. In the earlier redevelopment projects (Regent Park North and South), relocation was handled primarily by providing on-site accommodation in the new development for eligible families, and at Moss Park relocation assistance was provided on request. It is only since the establishment of the Alexandra Park and Don Mount Village projects that there has been a clear understanding among all of the levels of government concerned that relocation is an integral part of the redevelopment process, and that the costs of relocation, both for moving expenses and to operate the program, are properly part of the cost of the project.

Despite the prevailing low-income levels in both Alexandra Park and Don Mount Village, public housing does not represent the major source of

supply for relocation purposes. In Alexandra Park, nearly 400 of the 600 households had been relocated as of June, 1966, and of these only 82, or 21%, moved into publicly owned housing. Of the 135 households in Don Mount Village that had been relocated by the end of July, only 27, or 20%, moved into public housing. It is significant that the initial surveys for these two projects indicated that about 1/4 of the households at Alexandra Park and 1/3 of the households at Don Mount Village would require public housing. In fact, while many of these families have required substantial help in locating suitable accommodation, the proportion moving into public housing has been lower than was indicated in the initial survey of the families concerned.

This may be partly due to the fact that there are relatively few vacancies in the existing downtown public housing projects, and that most of the available public housing is in suburban locations some distance from the redevelopment areas involved. Whether the public housing ratio will become higher as more public housing becomes available in the central areas will not be known until the renewal program is much further advanced.

Residents in Alexandra Park and Don Mount Village have secured or been provided with suitable accommodation within an average period of 1 to 1½ months, and the experience in these two projects has demonstrated the importance of treating relocation as a full-fledged public responsibility, with adequate staff and adequate compensation for moving expenses.

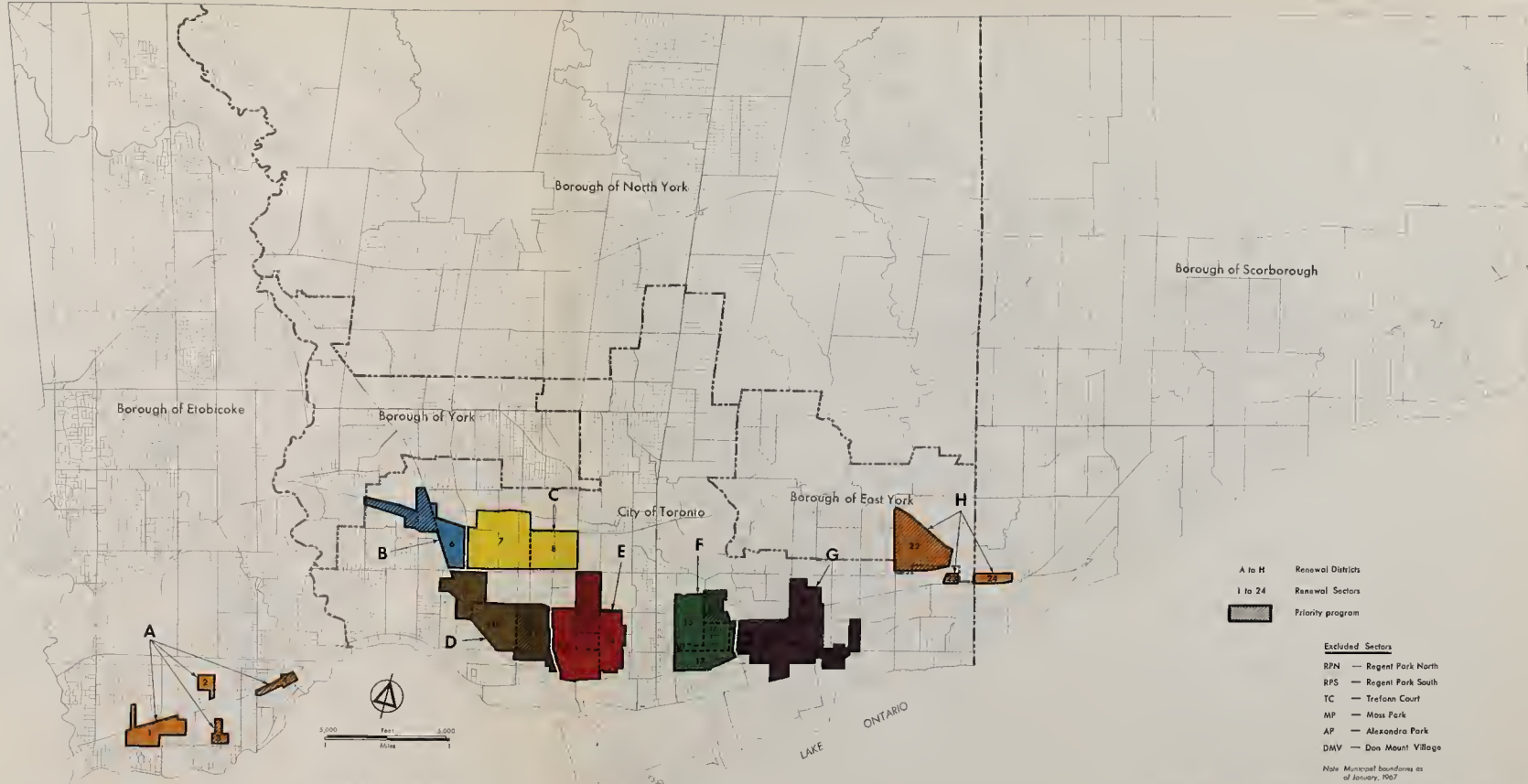
The Don Mount Village project has also brought out the serious problem which arises when resident home owners receive less in compensation than they are required to pay for satisfactory accommodation elsewhere. This problem is likely to arise in other renewal areas with a high proportion of owners. While some of the owners, particularly elderly persons, will find suitable accommodation in rental housing, financial assistance may have to be provided for some of the owners possessing inadequate equities. The possibility should be explored of providing loans to cover the difference between the compensation received for a house in a renewal area and the cost of purchasing satisfactory accommodation elsewhere. Such loans could be provided on generous terms under the Ontario Housing Development Act, and it may even be possible to arrange for "conditional loans" with a moratorium on repayment until such time as the new property is sold.

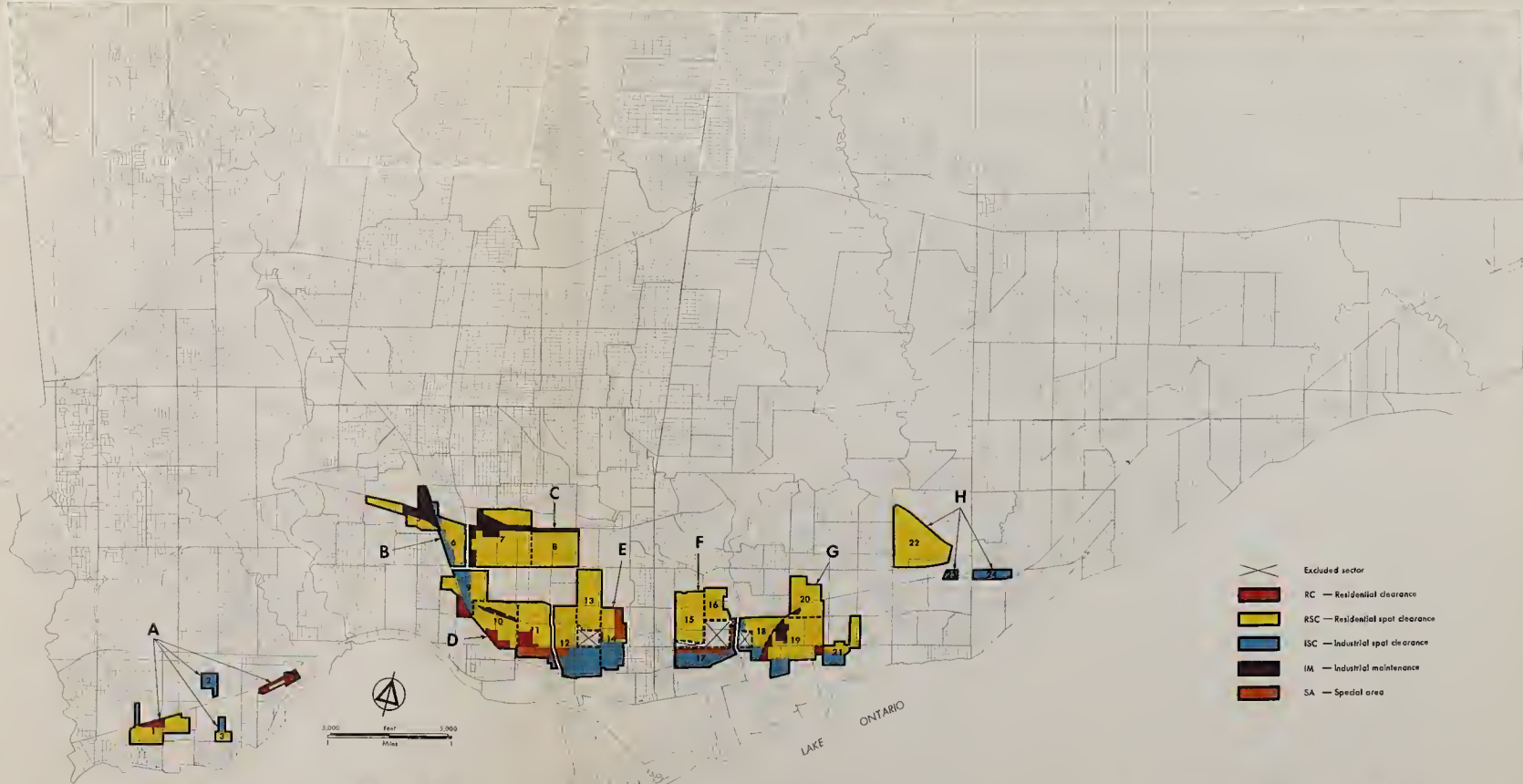
In addition to displacement arising from the renewal program, a substantial number of families and individuals will be displaced over the next 15 or 20 years by public and private projects of various kinds. It is estimated that there will be up to 6,000 dwellings demolished in carrying out public works in the metropolitan area, and about 7,000 dwellings demolished through private residential redevelopment. The question of public responsibility for relocating these households will also require attention.

In general, it does not appear that most of this displacement will require an organized relocation program. Of the major transportation facilities, it is likely that only the Queen Subway and the Highway 400 Extension will create substantial relocation problems; the other transportation facilities are generally in locations which do not involve extensive dislocation of residences, and in most cases the residents involved will be

able to relocate themselves without public assistance. However, if these two major transportation projects are carried out, it will be necessary that they be brought into the general relocation machinery developed as part of the renewal program. This would also be the case with respect to school site extensions and park extensions in the older sections of the metropolitan area. It is strongly recommended in this report that all such public projects be undertaken as part of the overall renewal program rather than independently, and if this policy is adopted, the displacement arising from such public undertakings would be dealt with as a matter of course through the urban renewal relocation machinery.

While relocation activities in the metropolitan area generally are fairly straightforward, in the renewal areas relocation frequently has a substantial social component. Many families and individuals, particularly elderly persons, do not adjust readily to the pressures brought on by forced removal from their dwellings and their immediate associations. It is often essential that relocation operations be viewed in this social service context as in the basic real estate context, and the renewal program should be administered with this consideration well in mind.





Chapter V

RECOMMENDED URBAN RENEWAL PROGRAM

GENERAL RENEWAL STRATEGY

It was indicated in the previous chapter that the renewal program for Metropolitan Toronto should be directed toward the following general objectives: improvement of deteriorating neighbourhoods; provision of housing for low and moderate income families and individuals; reorganization and improvement of the older industrial areas and viable commercial districts in the older sections of the metropolitan area.

In developing the recommended renewal program, the following considerations have been taken into account:

1. There should be a geographic balance in the renewal program. While the worst housing conditions are to be found in the central area, blighted conditions are relatively widespread throughout the inner areas, and the program should be designed to check the outward spread of blight while at the same time making a substantial beginning on the more intensive problems of the central area.

2. Because residential deterioration is widespread rather than concentrated, the emphasis in the renewal program should be on spot clearance and rehabilitation. Any major clearance activities should be carried out at locations where they will produce the maximum net gain in new housing. Such clearance activities should be coordinated with the spot clearance and rehabilitation program so as to facilitate the relocation of displaced residents within the same general area.

3. The emphasis in the neighbourhood improvement program on the removal of incompatible or blighting industrial establishments should be balanced by a corresponding program to remove deteriorated housing from established industrial areas, thereby providing land for the relocation of industries displaced from residential areas.

4. While there is an impelling need to utilize both public and private resources in carrying out the renewal program, the program should be directed largely, if not exclusively, to those areas in which renewal will not occur without substantial public intervention. Conversely, there is little apparent need to direct public renewal activities into areas in which there is current evidence of private renewal activity or a reasonable likelihood that the renewal needs will be met in time through private action. However, the specific treatment to be applied in each renewal area should be organized to include both public and private activities, particularly in the provision of new or rehabilitated housing.

These considerations indicate a need to proceed with renewal activities over extended areas of the city and the inner suburbs rather than concentrating on a series of small-scale "one-shot" activities. The improvement of the obsolete housing stock and the general up-grading of the older neighbourhoods, as well as the improvement of deteriorating commercial and industrial districts, can only be achieved by proceeding with a comprehensive renewal program which encompasses a very substantial portion of the older sections of the metropolitan area and which comprises a variety of different treatment activities.

PROPOSED RENEWAL DISTRICTS

Based on these considerations and utilizing information secured largely from the detailed field survey of existing housing and neighbourhood conditions, it has been concluded that there are eight general areas in which a comprehensive renewal program should be instituted. As already indicated, these lie largely in the lower sections of the city, but two smaller suburban areas, in the lakeshore suburbs and in East York/Scarborough, are also included in the recommended renewal program.

The proposed renewal areas are shown on Map 5. They have been divided into eight *Renewal Districts* for which it is recommended that a general framework *plan* be prepared, and 24 *Renewal Sectors* for which it is proposed that renewal *schemes* be undertaken.* The proposed renewal areas are listed in the table below. It may be seen that the proposed Renewal Districts are very large, ranging from 255 to 850 acres in size. Most of the Renewal Sectors are also quite substantial; with the exception of some of the relatively isolated suburban sectors they run from 130 to 575 acres.

Renewal District	Renewal Sector	Location	Area (acres)	Existing dwellings
A	1	Long Branch & Etobicoke	155	915
	2	Etobicoke	30	45
	3	New Toronto	35	445
	4	Mimico	35	75
			<hr/> 255	<hr/> 1,480
B	5	Toronto	150	1,060
	6	Toronto	190	1,855
			<hr/> 340	<hr/> 2,915
C	7	Toronto	575	5,870
	8	Toronto	275	3,935
			<hr/> 850	<hr/> 9,805
D	9	Toronto	215	1,475
	10	Toronto	250	4,000
	11	Toronto	315	3,030
			<hr/> 780	<hr/> 8,505

* The proposed procedures for carrying out the renewal program are discussed in Chapter 6.

Renewal District	Renewal Sector	Location	Area (acres)	Existing dwellings
E	12	Toronto	350	3,375
	13	Toronto	225	2,930
	14	Toronto	225	1,830
			800*	8,135*
F	15	Toronto	225	3,415
	16	Toronto	110	2,595
	17	Toronto	175	705
			510**	6,715**
G	18	Toronto	145	1,845
	19	Toronto	370	3,930
	20	Toronto	200	2,300
	21	Toronto	130	1,110
			845***	9,185***
H	22	East York	300	3,645
	23	Toronto	15	60
	24	Scarborough	55	280
			370	3,985
Total			4,750	50,725

* Excluding Alexandra Park
** Excluding Regent Park North, Regent Park South, Moss Park, Trefann Court and Riverdale Acres
*** Excluding Don Mount Village

EXCLUDED AREAS

The proposed Renewal Districts do not include all of the areas in which deterioration is present, nor do they include all of the areas in which renewal activity is needed or anticipated. The proposed renewal program simply covers the areas in which a comprehensive *public* renewal program is required, comprising a complete range of clearance, rehabilitation and neighbourhood improvement activities. There are several sections of the metropolitan area in which renewal activity may be foreseen, but which have been excluded from the suggested public renewal program for various reasons. These include the following:

1. **Downtown**—It is likely that private redevelopment activities in the downtown area will continue at an intensive rate, and there is no evident need for public intervention in this process apart from the provision of improved transportation facilities and the normal exercise of development control through the city's Official Plan and zoning by-law. While it may have been necessary for the city to undertake public land assembly on the south side of Queen Street in order to secure development compatible with the City Hall, it is not likely that similar action will be required elsewhere in the downtown area, nor is there any evident need to consider writing down the cost of downtown land in order to secure proper redevelopment. This is also true of the extensive railway lands immediately west of downtown for which redevelopment is in prospect; while there might be

some merit in the city or Metropolitan Toronto participating in some manner in the development of these lands in order to secure the most appropriate re-use, the use of redevelopment powers under Provincial or Federal legislation does not appear necessary.

2. **Suburban sub-centres**—The same considerations essentially apply to the prospective redevelopment of existing suburban commercial districts such as the centre of Weston or the Willowdale area of North York. Here again, municipal action may be important in assembling certain properties or organizing the desirable redevelopment program, but renewal action under the pertinent legislation does not appear warranted by the criteria employed in this study. Of the possible locations where suburban sub-centres might be contemplated, it is considered that only the lands in the Danforth/Victoria Park section of Scarborough (Renewal Sector 24) warrant inclusion in the public renewal program, primarily because of the deterioration of the existing residential environment in this area of mixed uses and the unlikelihood that this situation could be improved without public action.

3. **Non-conforming industrial pockets**—The proposed neighbourhood improvement program would eliminate about 2/3 of the worst cases of incompatible industrial or commercial uses which have been established by the City Planning Board as causing serious deterioration of the residential environment in their immediate vicinity, but a few relatively isolated non-conforming industrial properties have not been included in the proposed Renewal Districts. Some typical examples are found in the Grace/Harbord area where, apart from these particular properties, there is little need for an extensive neighbourhood improvement program, and where in any case there are indications that at least some of the properties will undergo private redevelopment.

4. **Outlying commercial districts**—Certain outlying commercial districts such as the Mount Dennis area of York Township (Weston Road/Eglinton), are subject to blight to a certain extent, but this has not had any serious effect on the residential communities concerned and there is little justification for undertaking a public renewal program in these areas. In the Mount Dennis area, the municipality is considering a program of private residential redevelopment which, if successful, would have a favourable impact on the existing commercial development.

5. **Isolated pockets of residential blight**—While the present study has identified most of the areas of serious or incipient residential blight, there are a few blocks, particularly in the northwestern section of the city and near-by sections of York Township, where improvement of the existing residential development would be desirable. However, there has been a fair amount of private redevelopment in these areas on a lot-by-lot basis and it is not felt that any concerted program of public action is required. In this respect, these areas differ from the somewhat similar area in the eastern part of East York (Renewal Sector 22) where it is considered that some public action is desirable. In the latter area, it is likely that there will be some private apartment development on selected sites, but there is little likelihood that many of the present owner-occupiers in the area will be able to carry out the necessary improvements to their properties without financial assistance, nor is it likely that the scattered houses which are beyond rehabilitation would be cleared and redeveloped except through a public spot clearance program. These conditions do not apply to the

similar areas in the northwestern section, and they have consequently been excluded from the proposed renewal program. Also excluded are areas in the vicinity of the North Toronto C.P.R. line which are undergoing private improvement.

6. Pre-subdivision or cottage housing—As noted earlier, there are several areas, generally in outlying locations, of early residential development which took place on inadequate standards or with serious deficiencies in residential facilities and improvements. Such pockets are found in various locations along the upper sections of the Humber River, in the Yonge Street corridor north of the Metropolitan Toronto boundary, and in the lakeshore areas of Toronto Township and Pickering Township. Some of these areas of premature or incomplete subdivision such as in the Alderwood section of Etobicoke, have become surrounded by industrial development and warrant inclusion in the renewal program (Renewal Sectors 1 and 2). Most of the other areas of this type, however, will probably be redeveloped to suitable standards in the normal course of events. While they present some serious problems with respect to subdivision layout and economical servicing, there is no real need to undertake a public program to correct the present deficiencies. Existing areas of winterized cottage development in Pickering Township will ultimately be acquired for public recreational purposes, and similar areas in Lakeview (Toronto Township) can be expected to undergo private redevelopment within a reasonable period of time.

In summary, it may be noted that all of the areas described above have been excluded from the proposed renewal program because it is not considered that a comprehensive program of *public* action is required. The total renewal needs of the metropolitan area are so great that it is essential that all of the different types of public renewal activity be channelled into the very extensive areas in which private renewal action cannot be foreseen. The program recommended in this report is very broad and will require the expenditure of very substantial public funds. Over the period contemplated in this report (about 15 years), it is considered that the proposed program will constitute the acceptable limit of public expenditure on urban renewal activities. Even to carry out this program will require very extensive participation on the part of private enterprise. It is not suggested that municipal cooperation will not be required in securing the proper renewal of the various areas excluded from this program, but simply that the activities contemplated in this report—neighbourhood improvement, clearance and rehabilitation—should be directed into those areas where independent private activity cannot really be foreseen.

Renewal Area Characteristics

The proposed renewal areas differ quite substantially from the rest of the city in many of their population and housing characteristics. Some of the most significant features are shown in the following table which compares the six Renewal Districts in the city and the other sections of the city with respect to certain characteristics enumerated in the 1961 Census.

Overcrowding is much greater in the renewal areas than in the other sections of the city, as is the proportion of immigrants in the population, the proportion of older houses, and the proportion of very large families. In the renewal areas proportionately fewer of the houses are occupied by

tenants than in the rest of the city. There is little evident difference in average mobility, but there is a decided difference in population trends as between the renewal areas and the other parts of the city. While the city's total population declined by about 3,500 persons between 1951 and 1961, the decline in the renewal areas was about 12,500, and in the remainder of the city the population actually increased by about 9,000 persons.

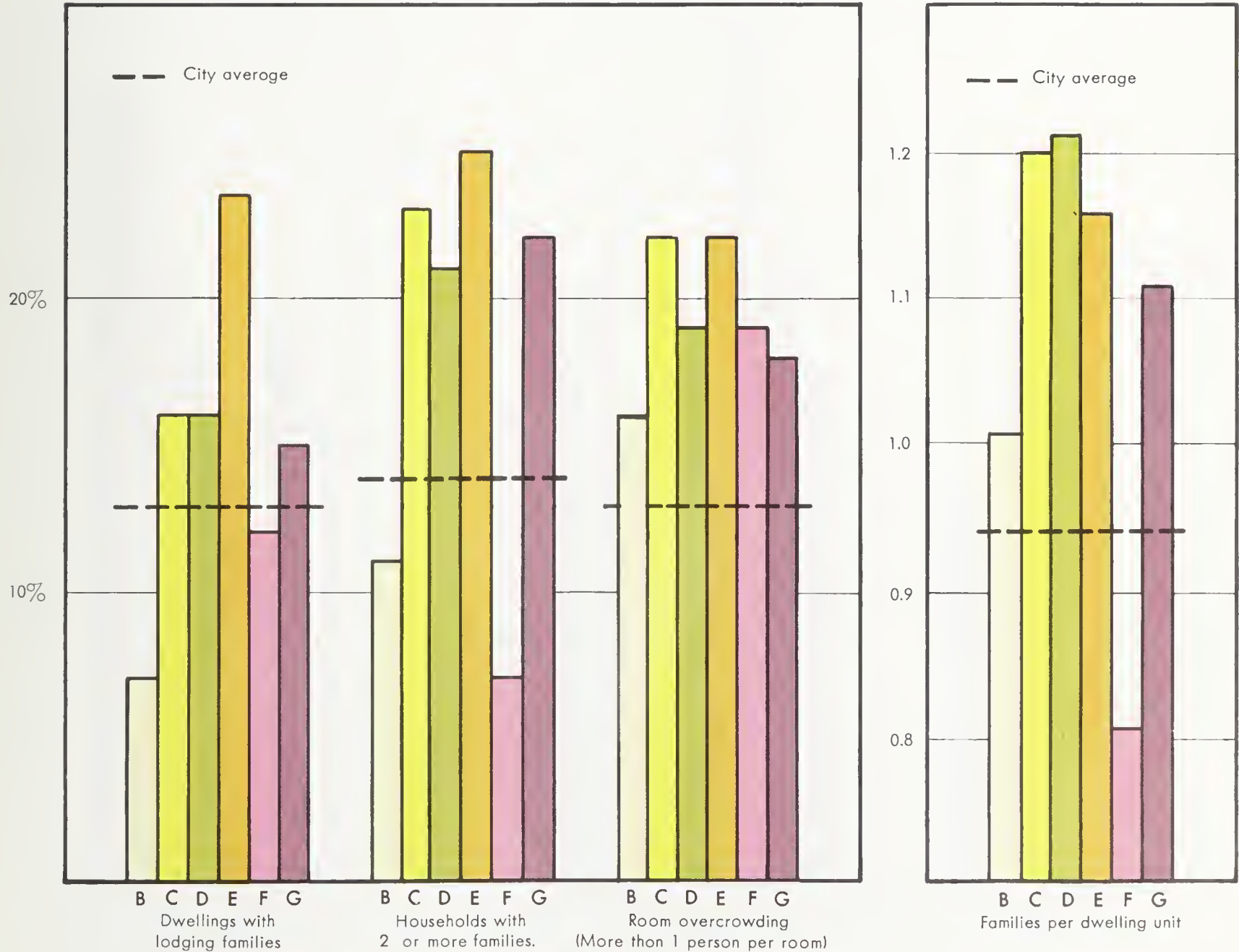
	Renewal Districts*	Remainder of City of Toronto
Overcrowding		
Lodging families	17%	12%
Households with 2 or more families	20%	11%
Room overcrowding (More than 1 person per room) ...	20%	10%
Families per dwelling unit	1.09	0.88
Mobility and population trends		
Occupied present dwelling over 10 years	32%	30%
Occupied present dwelling less than 1 year	16%	17%
Population change, 1951-1961	-5%	+2%
Social characteristics		
Household with lodgers	31%	24%
Immigrant population (1946-1961) ...	34%	27%
Tenant-occupied dwellings	37%	46%
Families with 5 or more children ...	4.3%	2.3%
Age of housing		
Dwellings built before 1920	83%	44%

* Because published census data is not available for the two suburban Renewal Districts (A and H), the figures in the table refer to the six Districts in the city only (B to G).

While the Renewal Districts taken together show considerable differences in occupancy and population characteristics from the other sections of the city, there are also some substantial differences among the individual Renewal Districts themselves which are important in determining the suitable renewal programs for the individual areas. These are summarized in the following graphs.

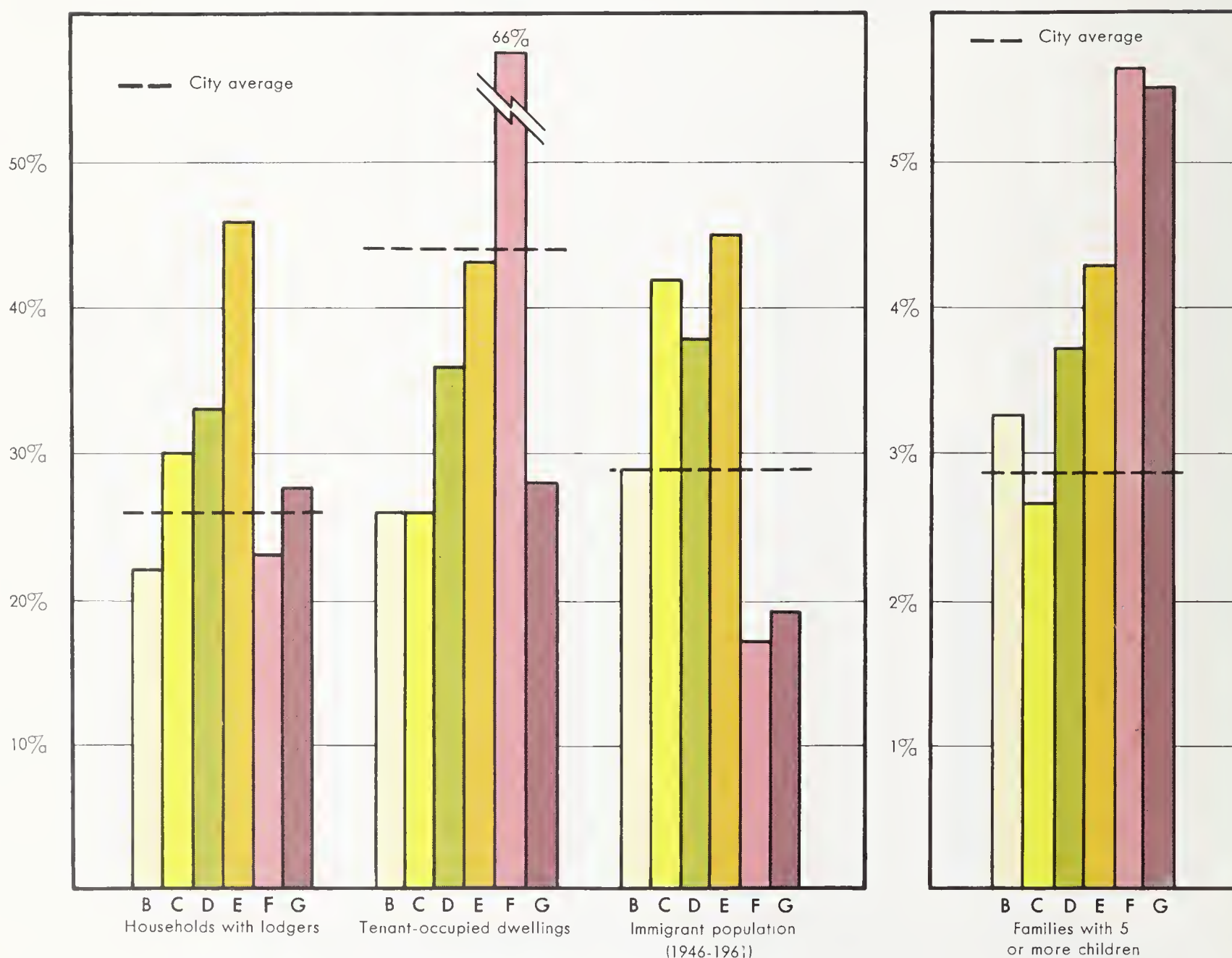
OVERCROWDING

All of the Renewal Districts have a high proportion of dwelling units in which there is room overcrowding, but it is noteworthy that two of the areas, District B (Junction) and District F (Don area) have a relatively low proportion of lodging families and dwellings with multiple families.



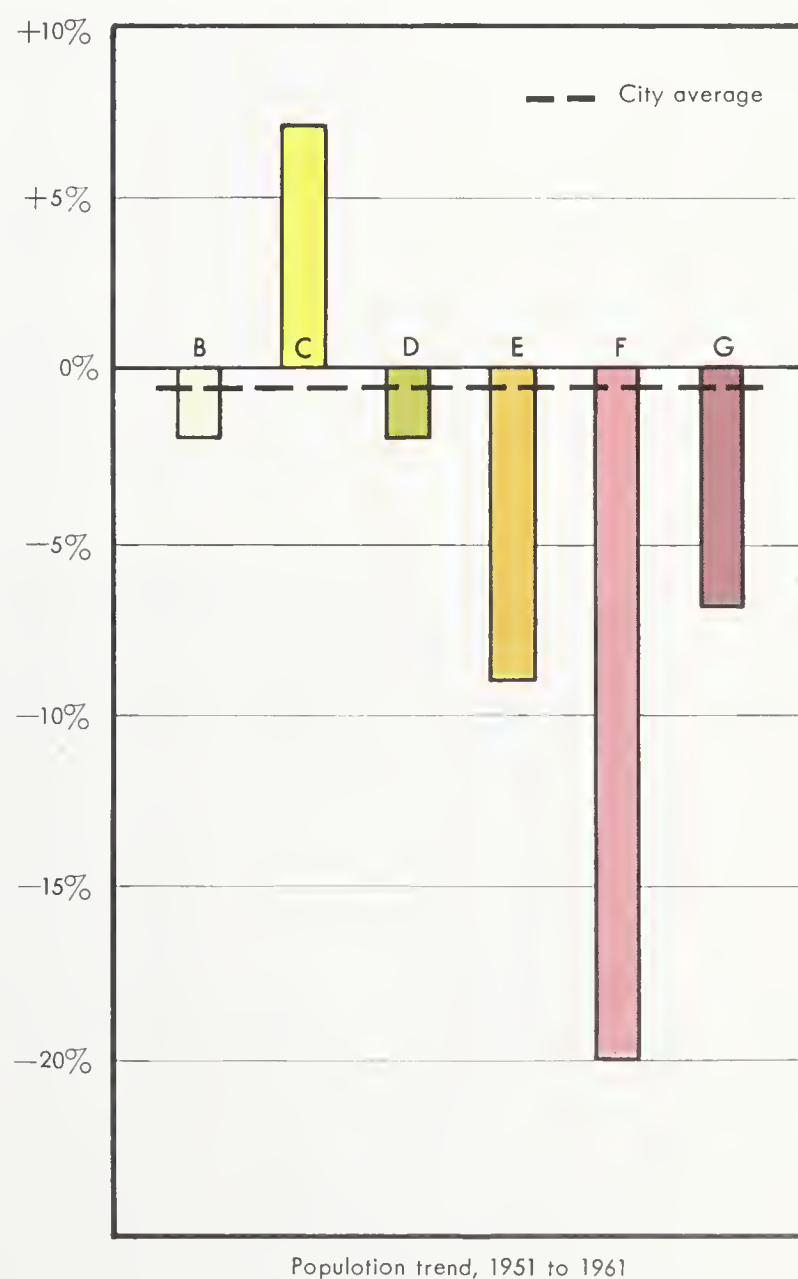
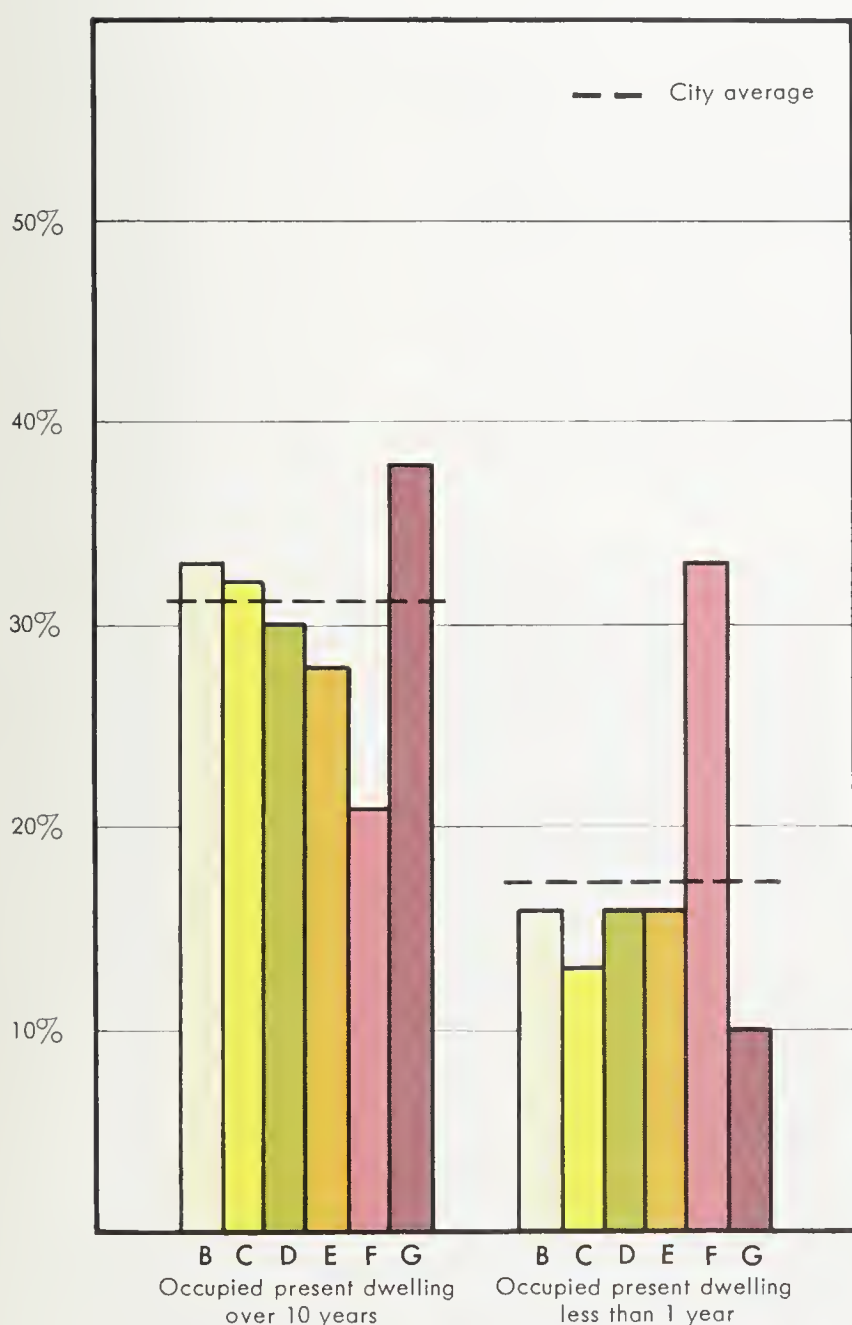
SOCIAL CHARACTERISTICS

With the exception of the Don area (District F), the other renewal areas have a relatively small proportion of tenant families, particularly in the Junction and near northwest (Districts B and C) and in the east end (District G). There is a relatively high proportion of families with 5 or more children in the central areas and the east end, while conversely the proportion of immigrants is relatively lower in the east end than in the other Renewal Districts. The proportion of dwellings with lodgers is particularly high in the near west end (District E) and is close to the city-wide average in the other Renewal Districts.



MOBILITY AND POPULATION TRENDS

Only the Don area (District F) shows any substantial variation from the city-wide pattern in mobility, with a much greater proportion of dwellings occupied for a period of less than 1 year and a smaller proportion of dwellings occupied for more than 10 years. Only one of the Renewal Districts, the near northwest end (District C) gained population between 1951 and 1961; of the other areas, a sharp decline took place in District E (the near west end) and District F (the east end), and there was a particularly heavy population loss in District F (the Don area).



CONDITION OF HOUSING

It may be seen in the following table that about 80% of the housing in the Renewal Districts is in sound condition, with 13% in poor condition, and 7% in bad condition. There are no serious concentrations of blighted housing, and in none of the Renewal Districts does the proportion of bad and poor housing exceed 40%. The areas with the highest proportion of bad and poor housing are the Don area (District F) and the west end (Districts D and E), while the Junction and near northwest (Districts B and C) and the East York/Scarborough area (District H) have only a minimal amount of bad or poor housing.

Renewal District		Housing Condition			
		Sound	Poor	Bad	Total
A	Dwellings	1,230	150	100	1,480
	Percent	83%	10%	7%	100%
B	Dwellings	2,705	145	65	2,915
	Percent	93%	5%	2%	100%
C	Dwellings	9,235	435	135	9,805
	Percent	94%	5%	1%	110%
D	Dwellings	6,395	1,530	580	8,505
	Percent	75%	18%	7%	100%
E	Dwellings	5,360	1,655	1,120	8,135
	Percent	66%	20%	14%	110%
F	Dwellings	4,125	1,615	975	6,715
	Percent	61%	24%	15%	100%
G	Dwellings	7,745	1,035	405	9,185
	Percent	84%	11%	5%	100%
H	Dwellings	3,840	120	25	3,985
	Percent	96%	3%	1%	100%
Total	Dwellings	40,635	6,685	3,405	50,725
	Percent	80%	13%	7%	100%

PROPOSED RENEWAL TREATMENT

The recommended treatment program is shown on Map 6 and is summarized in the table following:

Treatment Area	Acres	Existing Dwellings*
Residential clearance	130 (3%)	900 (2%)
Residential spot clearance	3,405 (72%)	45,235 (89%)
Industrial spot clearance	765 (16%)	2,425 (5%)
Industrial maintenance	310 (6%)	635 (1%)
Special areas	140 (3%)	1,530 (3%)
Total program	4,750 (100%)	50,725 (100%)

* The actual number of dwellings to be acquired or cleared is shown in the table "Proposed Acquisition Program," page 51.

The proposed program will cover a total area of 4,750 acres or about 7½ square miles, and now contains 50,725 dwellings with a population of nearly 200,000 persons. About 87% of the total area and 90% of the population are within the present boundaries of the City of Toronto. In the city, the recommended renewal program will cover an area of 4,140 acres or about 18% of the total area of the city, and containing 45,250 dwellings or about 28% of the total number of dwellings in the city.

Five basic kinds of treatment are proposed:

Residential clearance

These are areas in which it is proposed that all existing properties be cleared for residential re-use and required ancillary facilities. Because these areas generally contain a concentration of non-residential uses in locations which are more appropriate for residential use as well as some concentrated pockets of deteriorated housing, the proposed clearance program will provide a considerable potential for a net gain in new housing.

There are seven proposed residential clearance areas ranging in size from 10 to 28 acres and comprising 130 acres altogether (or 3% of the total renewal program). These areas now contain about 900 dwellings, and it is estimated that with redevelopment they can accommodate about 4,150 dwellings, for a net gain of 3,250 dwellings.



Deteriorated housing



Neighbourhood deterioration



Spot clearance

Residential spot clearance

These are areas of incipient blight where the existing land use is predominantly residential. These areas constitute by far the largest portion of the proposed renewal program. They comprise about 3,400 acres, or 70% of the total area covered by the program, and contain over 45,000 dwellings, of which it is proposed that 4,100 dwellings be cleared and 1,900 dwellings be acquired for rehabilitation.

The proposed treatment is intended to reinforce the residential character of these areas and restore the residential environment to an acceptable level. In addition to the provision of neighbourhood improvements and the strict administration of housing standards, it is recommended that houses in poor structural condition be rehabilitated wherever feasible, and that seriously deteriorated houses where rehabilitation is not feasible be cleared together with all blighted or blighting industries which have infiltrated the neighbourhood and all deteriorated commercial uses.* The cleared lands are to be re-used primarily for residential purposes, with individual lots or groups of lots made available for the construction of both public and private housing in keeping with the established character of the neighbourhood. Where appropriate, cleared lands are also to be used for required community facilities (including parks, schools and off-street parking) and for new or rehabilitated commercial uses in appropriate locations.

* "Blighting" industry consists of all industrial uses located in residential areas regardless of structural condition except where the industrial operation does not tend to cause deterioration of the residential environment by reason of traffic generation, on-street parking, dust, odours, noise, or other nuisance. Industry located in a retail commercial strip is also considered to be "blighting" when it similarly affects the environment of an abutting residential area or inhibits proper commercial development.

Blighting industry



Rehabilitation required



Compatible industry



Deteriorated commercial



Industrial spot clearance

These are predominantly industrial areas in which industrial development is so well established that it is not possible to maintain a satisfactory residential environment, and it is proposed that in these areas all existing housing should be removed, as well as deteriorated commercial and industrial structures. This will permit the areas to be re-organized properly for continued industrial or commercial use, with the emphasis placed on the provision of buildings and facilities for relatively small-scale industrial operations of the type which will be displaced from residential neighbourhoods by the residential spot clearance program. In carrying out this treatment, it is recommended that priority be given to selected locations where it will be possible to institute pilot industrial spot clearance programs designed to achieve a number of specific objectives as discussed later in this chapter.

Industrial spot clearance areas comprise a total of 765 acres or 1/6 of the total area covered by the renewal program, and contain about 2,400 dwellings or about 5% of the existing dwellings in the proposed program.

Industrial maintenance

These are relatively self-contained areas of mixed industrial and residential use which are in transition to a predominantly industrial or commercial use, but where the existing housing is in adequate condition. Despite the general decline of the residential environment and the existence of traffic and other problems which preclude restoration of the environment to an acceptable level, clearance of the existing houses is not justified as long as they continue to serve a useful and adequate housing function. In these areas, it is suggested that no direct renewal treatment be undertaken except to prevent the establishment of new housing and to encourage the redevelopment of existing housing for industrial or commercial purposes. It will be necessary to re-examine the condition of housing in these areas at frequent intervals to determine whether or when any more direct form of renewal treatment is required.

The suggested industrial maintenance areas, while fairly substantial individually, are relatively small in total, comprising only 310 acres with about 635 existing dwellings.

Special areas

There are three general areas, in which blight is either incipient or relatively advanced, for which the most suitable type of treatment cannot be determined at this time for various reasons.

1. Richmond/Adelaide/Niagara—This is an area of about 50 acres which lies south of Queen Street between the Ontario Hospital and the Bathurst Street industrial district. The area has two substantial residential pockets containing more than 500 dwellings of which about 1/3 are considered to be in sound condition. However, the residential environment is generally poor, and the present public policy is directed to industrial use of the whole area. Nevertheless, because of the great number of employment opportunities in the general area and because of its very good accessibility to downtown (particularly if the Queen Street subway is built), the possibility of redeveloping this area for low and moderate income housing should be given serious consideration. The feasibility of residential use would depend on adequate steps being taken to deal with air pollution in the general vicinity (as discussed later in this report), and on the final

determination of the route of the Highway 400 extension and its interchange with Richmond and Adelaide Streets (or, if these facilities are constructed in their proposed location, on the possibility of depressing them or utilizing the air rights for residential purposes).

2. *Queen/Richmond/River Street*—This is a reverse-L-shaped area of about 50 acres which lies south and east of the extensive public housing complex in the lower Don area (Regent Park North and South, Moss Park, Trefann Court, Riverdale Acres). Like the Richmond/Niagara area it is well located for residential purposes with respect to employment and accessibility to downtown, but is very deficient in residential amenities because of severe traffic and air pollution problems and because of the absence of community facilities. Less than 300 of the 550 dwellings in the area are in good structural condition. As pointed out earlier, the public housing program north of Queen Street has led to the establishment of a strongly identifiable “public housing project” district, and serious consideration should be given to the feasibility of introducing other types of housing in the immediate vicinity to provide a more balanced housing composition; in particular, the feasibility of providing some specialized “downtown housing” in this location should be explored. Again, the use of the area for residential purposes would depend on a solution of the traffic and air pollution problems being achieved, and on a suitable program being developed for providing school and community facilities.

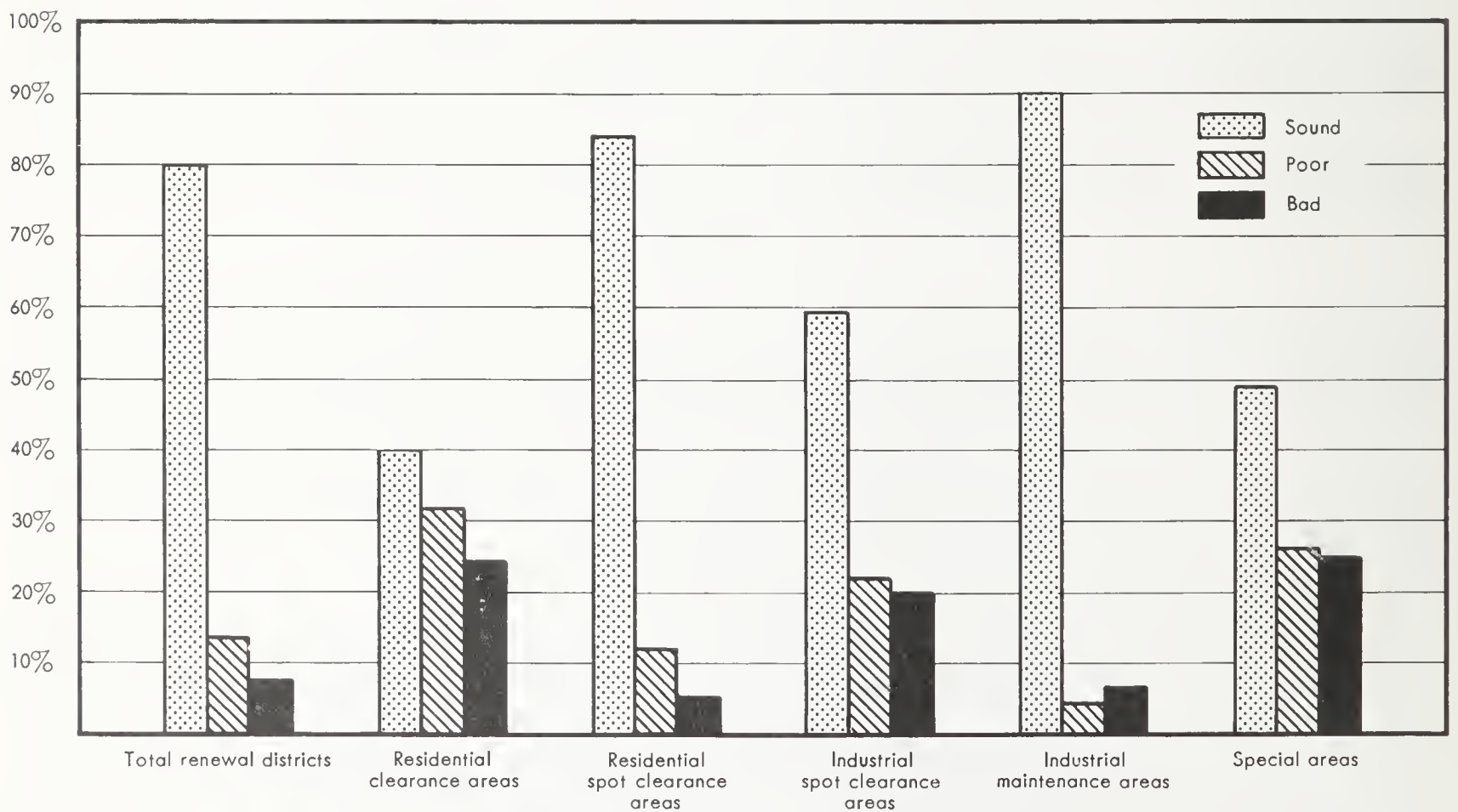
3. *Beverley/Dundas/College*—This is a predominantly residential area of about 40 acres located south of the University of Toronto and west of downtown. Substantial sections of this area may be required in connection with the existing institutional uses in the vicinity including the University, the Ontario Art Gallery and College of Art, and possibly the University Avenue hospitals and medical and nursing schools. At the same time, the area is well located for residential purposes and for parking or other uses associated with downtown. Detailed study should be given to the different land use requirements of this area before a specific type of renewal treatment program is established. The problem is complicated by the fact that of the existing houses in the area (about 450 dwellings), more than half are in good structural condition.

For all of the three areas noted above, it is clear that further study will be required so that a suitable renewal program can be established. Traffic and air pollution questions will have to be resolved in particular for the first two of these areas, and the prevalence of extensive amounts of housing in good condition will present serious problems in accommodating new uses in both the first and third of these areas. For the present, it is recommended that these areas be treated as “Special Areas” until the outstanding questions can be resolved.

Conditions of housing

The condition of existing housing in the various treatment areas described above is given in the following table and illustrated in the chart which follows. As noted earlier, about 4/5 of all the housing in the areas covered by the proposed renewal program is considered to be in sound structural condition. In the residential spot clearance and industrial maintenance areas, the proportion of sound housing is even higher, but in the proposed residential clearance areas more than half of the existing housing was found to be in “poor” or “bad” condition.

Treatment areas		Condition of dwellings			
		Sound	Poor	Bad	Total
Residential clearance	Dwellings	410	275	215	900
	Percent	45%	31%	24%	(100%)
Residential spot clearance	Dwellings	37,475	5,485	2,275	45,235
	Percent	83%	12%	5%	(100%)
Industrial spot clearance	Dwellings	1,425	515	485	2,425
	Percent	59%	21%	20%	(100%)
Industrial maintenance	Dwellings	575	25	35	635
	Percent	90%	4%	6%	(100%)
Special areas	Dwellings	750	390	390	1,530
	Percent	50%	25%	25%	(100%)
Total	Dwellings	40,635	6,690	3,400	50,725
	Percent	80%	13%	7%	(100%)



CONDITION OF HOUSING
(Based on field survey)

Program elements

1. Acquisition and clearance—The principal method of carrying out the proposed program is by the acquisition and clearance of badly deteriorated housing and blighted or blighting industrial and commercial establishments. Cleared lands will be used for both public and private housing, for required community and commercial facilities and street improvements, and for new industrial or commercial development in the non-residential areas. The actual properties to be acquired and cleared will be determined as individual renewal schemes are prepared.

In arriving at an estimate of the total scope of the recommended program, it has been assumed that all of the existing structures will be cleared in the proposed “residential clearance” areas, and that in the “residential spot clearance areas” it will be necessary to remove all of the housing in bad condition and about 1/3 of the housing in poor condition as well as all of the blighted or blighting industrial and commercial structures. It is also assumed, as noted below, that about 1/3 of the poor housing in these areas should be acquired for rehabilitation purposes. In the industrial spot clearance areas, it is assumed that all of the housing and the deteriorated industrial and commercial structures will be removed. For the present, no recommendations are made with respect to clearance in the proposed special areas, and it is assumed that existing housing will be retained in the industrial maintenance areas for an indefinite period.

Altogether, the proposed program calls for the acquisition of about 9,300 dwellings, 7,400 for clearance purposes and 1,900 for rehabilitation purposes. As shown in the table below, about 20% of these dwellings are in good condition, 48% are in poor condition, and 32% are considered to be in bad condition. About 1/4 of the dwellings to be acquired are in industrial spot clearance areas and about 10% are in residential clearance areas, with the balance in residential spot clearance areas.

PROPOSED ACQUISITION PROGRAM

	Condition of dwelling units			
	Sound	Poor	Bad	Total
Acquisition for clearance	1,840	2,610	2,975	7,425 (80%)
Residential clearance areas	410	275	215	900 (10%)
Residential spot clearance areas	—	1,825	2,275	4,100 (44%)
Industrial spot clearance areas	1,430	510	485	2,425 (26%)
Acquisition for rehabilitation	—	1,895	—	1,895 (20%)
Residential spot clearance areas	—	1,895	—	1,895 (20%)
Total acquisition program	1,840 (20%)	4,505 (48%)	2,975 (32%)	9,320 (100%)

In addition to the acquisition of existing housing, the recommended program calls for the acquisition and clearance of about 790 industrial structures and 320 commercial structures principally in the residential clearance and residential spot clearance areas. About 45% of the industrial structures to be cleared and about 20% of the commercial structures are

in sound condition but are considered to have a sufficiently blighting effect on nearby residential properties as to warrant their removal.

About 115 of the industrial properties involved are located in proposed industrial spot clearance areas. It is possible that some of these structures could be rehabilitated to acceptable standards by structural improvements and the provision of necessary loading and parking facilities, but the economic feasibility of carrying out such a program is very uncertain. It is recommended later in this report that intensive studies be undertaken of the feasibility of industrial and commercial rehabilitation, but for present purposes it is assumed that all of the properties in question would be cleared in order to facilitate the proper reorganization of the industrial districts involved.

2. Housing program—The provision of new and rehabilitated housing for families and individuals with low and moderate incomes is the major element in the proposed residential renewal program. While the current experience suggests that only 1/4 to 1/3 of the families displaced by redevelopment will have to be rehoused in subsidized low-rent housing, it is considered that, because of the overall requirements for public housing in the metropolitan area, such housing should comprise about 40% of the housing to be provided in the renewal areas with about 60% produced under private auspices. The proposed public housing would include both family housing and housing for elderly persons, and there is likely to be at least some need for hostel-type housing or other housing suitable for unattached individuals.

As indicated above, it is considered that all of the "bad" housing and about 1/3 of the "poor" housing in the spot clearance areas would have to be removed. Of the remaining poor housing in these areas, it is estimated that another 1/3 will require extensive rehabilitation which could best be undertaken if the buildings are acquired, the current residents removed, and the structures made available at a suitable price for public or private rehabilitation; it is proposed that half of such rehabilitated housing should be public housing and half private housing. It is considered that the remaining 1/3 of the "poor" housing could probably be rehabilitated to acceptable standards by the existing owner-occupants if suitable financial assistance is made available, and it is therefore not recommended that these be acquired as part of the public renewal program.

The proposed housing program is summarized below. On the basis described above, the program would provide about 9,650 dwelling units, of which 8,300 or 86% would be new units, and 1,350 would be rehabilitated units.* Together with an estimated 1,350 units to be rehabilitated by the existing owner-occupants, the proposed renewal program would provide a total of 11,000 units of which about 7,000 would be in private ownership and 4,000 under the jurisdiction of the various public housing agencies.

* The projected housing figures allow for relief of overcrowding by an estimated reduction of 25% or 30% in the occupancy of houses to be rehabilitated, and for new housing to be developed at an overall net density of 35 units per acre. This contrasts with the average existing density of 22 units per acre in these sections of the city (ranging from 18 or 19 units per acre in the Junction area and the east end to about 28 units per acre in the west end and the Don area). Existing housing in these areas consists largely of small bungalows and semi-detached and row houses, with a scattering of small apartment buildings. In the current renewal projects new housing is being provided at an average net density of 37 units per acre (Alexandra Park), 32 units per acre (Don Mount Village) and 28 units per acre (Trefann Court). The suggested density of 35 units per acre for the overall renewal program would accommodate a combination of private and public housing for families of various sizes and for elderly persons, primarily in row houses and apartment buildings, with a scattering of detached or semi-detached houses on a lot-by-lot basis.

NUMBER OF DWELLINGS

	Residential Clearance Areas	Residential Spot Clearance Areas	Total	
New Housing	4,150	4,150	8,300	(86%)
Private	2,500	2,500	5,000	(52%)
Public—Family	825	825	1,650	(17%)
—Elderly Persons	825	825	1,650	(17%)
Rehabilitated Housing*		1,350	1,350	(14%)
Private		675	675	(7%)
Public—Family		675	675	(7%)
Total Housing Program	4,150	5,500	9,650	(100%)
Private	2,500	3,175	5,675	(59%)
Public—Family	825	1,500	2,325	(24%)
—Elderly Persons	825	825	1,650	(17%)

* Does not include an additional 1,350 dwellings to be rehabilitated by present owner-occupants, but allows for a reduction in overcrowding in rehabilitated dwellings.

3. **Rehousing requirements**—In addition to the 9,300 families who would be displaced through the acquisition of existing residential properties, it may be necessary over time to provide housing for some 600 families living in the proposed industrial maintenance areas, and an unknown (but probably substantial) proportion of the 1,500 families living in the proposed special areas. There will also be a very heavy requirement for the rehousing of families living in existing overcrowded dwellings which are not recommended for acquisition.

It is estimated that the 50,700 existing dwellings in the proposed Renewal Districts contain a total of about 7,500 “lodging” families (i.e. not related to the household head). These, as noted earlier, may be considered to reflect the amount of involuntary doubling-up to be found in the Renewal Districts. It is not suggested that all of these families will necessarily require self-contained housing units, but the figure may be taken as representing the maximum number of housing units which would be required to rehouse all of the families living in overcrowded dwellings in the proposed Renewal Districts.

The maximum rehousing requirement may therefore be considered to consist of the following:

Dwellings in proposed acquisition program	9,320
For clearance	7,425
For rehabilitation	1,895
Dwellings in industrial maintenance areas	635
Dwellings in special areas	1,530
“Overcrowded” families	7,560
	19,045

The proposed residential renewal program described earlier would provide a total of 9,650 dwelling units, or a surplus of some 300 units over

the number of dwellings recommended for acquisition. In this sense, it would appear that there would be enough housing provided for the families displaced by the proposed renewal program. However, if all of the existing overcrowding were to be relieved, and if all of the existing dwellings in industrial maintenance areas and special areas were to be cleared, there would be an indicated deficiency of some 9,400 dwellings.

This indicated deficiency is simply a reflection of the very real shortage of housing in Metropolitan Toronto and particularly in the older sections of the metropolitan area, and there is no doubt that the only effective solution to this problem is the provision of very extensive quantities of moderate and low-rental housing throughout the metropolitan area. It is the scale of this housing shortage which has led to two recommendations in this report: that no action be taken in the near future to eliminate existing sound housing in the proposed industrial maintenance area, and that serious study be given to the possibility of maintaining and improving existing housing and providing new housing in the three proposed special areas, two of which are located south of Queen Street.

4. Neighbourhood improvement program—The principal components of the required neighbourhood improvement program have already been noted. In addition to the improvement of existing housing and the provision of new housing, and the removal of incompatible non-residential uses, it will be necessary to carry out a concerted program to provide adequate community facilities, to provide improved transportation and reorganized street patterns where necessary, to bring sewers, pavements and sidewalks up to a suitable standard of repair, to institute a street tree planting program in many locations, and to maintain a continuing program of housing standards enforcement geared toward the provision of technical and financial assistance to home owners in carrying out necessary repairs. In the proposed Renewal Districts, it is estimated that there is a need for about 12 miles of street reconstruction and 15 miles of street resurfacing; there is also a need for about 53 miles of new sidewalks in these areas.

Certain particular aspects of the neighbourhood improvement program should be noted. One is the provision of adequate sewers to accommodate the recommended redevelopment program. As noted earlier, the city and some of the suburbs, and Metropolitan Toronto as well, are all undertaking sewer works which will affect in varying degree the different areas proposed for renewal in this report. It is estimated that perhaps 20% or 25% of the city's sewer program (as illustrated in Map 4) is specifically directed toward improving drainage conditions in the proposed Renewal Districts, and a substantial portion of the major metropolitan cross-town sewer may perhaps also be related to the renewal program. It is of course essential that these sewer programs be timed in coordination with the proposed renewal program.

A second critical factor in neighbourhood improvement concerns the control of air pollution since many of the locations proposed for residential renewal are subject in varying degree to pollution from nearby industrial sources. There are two basic aspects to this problem. First is the question of the location of apartment buildings. While most of the locations proposed for residential spot clearance or rehabilitation would be satisfactory insofar as polluting influences are concerned, to establish suitable locations for tall buildings it will be necessary in many cases to

prepare comprehensive inventories of depositants and to undertake detailed meteorological studies which would in effect suggest the "safe" location and height for residential buildings in the project areas.

The second aspect involving air pollution stems from the current legislative provisions guaranteeing many industries the "right" to continue their polluting operations or to correct such operations only at the expense of the complaining beneficiary. If the renewal program is to operate successfully, it may be essential in some instances to carry out the works required to correct such air pollution sources, and the costs of such works in these cases should be considered an integral part of the renewal program. The possibility of incorporating such air pollution correction measures in the residential renewal program will obviously require detailed study in the course of preparing renewal schemes. In addition to the two Special Areas south of Queen Street, at least one of the recommended projects (Renewal Sector 4) will involve air pollution control measures (at an estimated cost of perhaps \$100,000 for this Sector alone); it has been recommended that this project be undertaken as one of the early priorities in the renewal program in order to examine in detail the implications of including air pollution control measures in the program.

The importance of dealing with air pollution in a positive manner is underlined by the severe housing problem described earlier. While the recommended renewal program, if carried out, will sort out incompatible residential and industrial uses to a considerable degree, there will inevitably be a close juxtaposition between such uses at many locations, particularly near some of the railways and at the edge of several of the proposed residential renewal areas. It is likely that some of the major pollution sources such as the Richard Hearn generating plant or the Main Sewage Plant at Ashbridge's Bay are not really susceptible to correction, and that only the meteorological studies referred to above can establish the suitability of developing residential uses within their area of influence. But for many of the industrial pollution sources, it may well be possible to carry out suitable corrective measures, and the impelling necessity to provide for the widespread continuation of residential use in the older parts of the metropolitan area has led to the recommendation that such measures be incorporated in renewal schemes wherever necessary and feasible.

RECOMMENDED PRIORITY PROGRAM

It is estimated that the total renewal program recommended in this report could be carried out in a period of about 15 years, and it is recommended that a number of different sectors be dealt with on a priority basis during the first 5-year period of the program. The recommended Priority Sectors are shown on Map 5 and are described in detail in the Renewal District summary at the end of this chapter.

The considerations governing the selection of the proposed Priority Sectors are fairly similar to the general considerations noted earlier for the overall program: to achieve a suitable geographic balance and particularly to bring into the renewal program at an early date the municipalities outside the City of Toronto in which renewal action is required; to provide a balance between residential clearance in industrial areas and industrial clearance in residential areas in order to facilitate "in-area" relocation of both residents and industries to the greatest practical extent. It is also desirable that early attention should be given to project areas

in which it would be possible to secure the maximum net gain in housing accommodation, and that to the greatest practical extent the priority program should serve to maximize the impact of renewal projects which are already underway or in immediate prospect.

The specific considerations which led to the selection of the recommended priority sectors are summarized below.

Industrial demonstration projects—While the city is about to undertake two projects involving a certain amount of industrial renewal (Trefann Court and Don Mount Village), there has been no real experience in this area of the many different aspects involved in industrial renewal or the conditions under which it can be carried out successfully. Since the removal of incompatible industries from residential districts and blighted residences from industrial districts is a key element in the overall renewal program, it was considered that a number of specific industrial demonstration projects should be undertaken in the early stages in order to establish the feasibility of such a program. The proposed demonstration projects are designed to accommodate the many different types of industry which will have to be relocated from residential renewal areas, particularly the following:

1. Small ^{manufacturing establishments} ~~manufacturers~~ currently operating in structurally sound buildings but whose operations have a blighting influence on housing in the vicinity, and which are probably capable of relocating in multi-story multi-tenant buildings. Many are family businesses using low-cost labour and likely could not relocate successfully outside the city.

2. Small industries operating in converted structures on rear lanes or in combined dwellings/shops whose operations require some land for storage, e.g. small scrap dealers, iron work fabricators, body shops, etc. These are probably not able to move very far because of overhead, established clientele and material sources.

3. Larger industries operating in blighted structures or in sound structures with blighting influences. Some of these are economically sound enough to locate in suburban locations, but those which are in blighted buildings probably could not do so. Most will likely require a city labour pool and individual sites, especially those with large storage requirements.

In addition to the need to remove housing from an unsatisfactory environment, the specific objectives of the proposed industrial demonstration program include the following:

1. To relocate dislocated industries within their existing market areas and near their sources of materials and labour.

2. To reduce the incidence of industrial operations in inappropriate buildings.

3. To encourage the relocation of industries in buildings for which services are provided on a shared basis, thereby increasing the general standard of industrial performance and eliminating congestion and blight resulting from present poor performance.

4. To make land available to well-established but overbuilt industries in order to permit them to improve off-street parking and loading facilities, the lack of which contributes to the blighting of surrounding housing.

On the basis of these considerations, it was concluded that priority should be given to four industrial renewal areas ranging in size from 5 to 35 acres and comprising about 70 acres in total. Three of these areas are in the city, and the fourth is in the lakeshore. The recommended industrial renewal demonstration projects are the following:

Sector 3 (New Toronto)—This 15-acre project would achieve the following results: removal of housing from a poor environment; provision of a major road improvement (Islington Avenue Extension), making surplus land available to abutting industry in order to improve its performance standards; provision of public off-street parking for industrial use, relieving the heavy demand for on-street parking in near-by residential areas.

Sector 11 (Davenport area)—This 5-acre project will remove housing from an unsatisfactory environment and provide land for multi-story buildings with shared facilities for relocating industries concurrently displaced from the near-by Ossington Avenue residential renewal area.

Sector 11 (Stanley Park area)—In addition to removing housing from an unsatisfactory environment, this 15-acre project would provide small sites west of Stafford for small industries requiring individual sites, a large site east of Stafford to relocate larger industries to carry out a more extensive multi-story operation, or to provide off-street parking; in the portion of Stanley Park remaining after construction of the Highway 400 Extension, large sites could be provided with visual access to the expressway, encouraging higher plant and site investment comparable to suburban locations, and generally raising the character of the industrial area.

Sector 21 (Eastern Avenue)—This large project (35 acres) would remove both blighted housing and blighted industry, thereby improving the environment of the residential area north of Eastern Avenue. While relatively little housing would be displaced (about 20 dwellings), it would be possible to develop a large industrial park with suburban site standards and direct access to the Gardiner Expressway and providing sites of any size for industries requiring relocation to individual sites.

Geographic balance—It is considered a matter of urgency that visible attention be paid at an early date to the renewal needs of sections of the metropolitan area which are outside the immediate central area in order to stem the spread of blight into the outlying areas. For this reason, an early priority is recommended for Sectors 5 and 21 in the city (Junction and east end), and suburban Sectors 3 and 4 (Lakeshore) and 22 (East York). The latter sector, involving very little clearance (less than 1% of the existing dwellings), would represent a good location to test the feasibility of securing private improvement of partly deteriorated dwellings through a program of financial and technical assistance and improvements in local services.

Relation to existing projects—Two of the sectors recommended for an early priority are closely related to existing renewal projects. A comprehensive program of neighbourhood improvement in Sector 13 would help to maximize the impact of the current renewal activity at Alexandra Park by spreading the influence of the various renewal activities over a much broader area than the 70 acres contained in the Alexandra Park scheme; it would also incorporate the renewal scheme which the city is

currently proposing for the Kensington area. In Sector 16, the early priority would be designed primarily to attract a volume of private investment into what has heretofore been largely a public housing project area by providing a "bridge" between the Regent Park projects and the private St. James Town development. This Sector would incorporate the renewal scheme currently being prepared for the Don Vale area.

Combined projects—One of the recommended Priority Sectors—Sector 11—will provide an outstanding opportunity to carry out all of the different types of proposed treatment activities on an extended basis. The sector is fairly large, about 315 acres, and contains a sizeable residential clearance area, two of the proposed industrial demonstration projects, one of the proposed Special Areas, and a very extensive area requiring spot clearance, rehabilitation and a variety of neighbourhood improvements. It is considered to present the best available opportunity for developing a concurrent program of residential and industrial clearance and relocation.

Summary of recommended priority program

Altogether, it is recommended that 8 Renewal Sectors ranging in size from 35 to 300 acres be included in the 5-year priority program. The proposed Priority Sectors have a total area of about 1,300 acres or 27% of the entire renewal program, and contain about 14,900 dwellings. About 80% of the dwellings are in sound condition—the same ratio as in the total recommended renewal program.

In the recommended priority program, about 2,800 dwellings would be acquired, 2,150 for clearance and 650 for rehabilitation. Only 13% of the dwellings to be acquired are considered to be in sound condition, compared to 20% in the total renewal program. The priority housing program would provide about 3,300 new dwelling units and 450 rehabilitated units (with an additional 450 units proposed for rehabilitation by their owner occupants). These represent about 29% of the housing to be provided in the total renewal program.

The basic elements of the recommended renewal program for the proposed Priority Sectors are summarized in the tables which follow.

TREATMENT AREAS

Treatment areas			Condition of Existing Dwellings			
			Sound	Poor	Bad	Total
Residential clearance	60	5%	215 (38%)	200 (35%)	155 (27%)	570 (100%)
Residential spot clearance	1,070	82%	11,035 (82%)	1,760 (13%)	675 (5%)	13,470 (100%)
Industrial spot clearance	70	5%	150 (48%)	95 (30%)	70 (22%)	315 (100%)
Industrial maintenance	80	6%	260 (90%)	10 (3%)	20 (7%)	290 (100%)
Special areas	20	2%	165 (65%)	50 (20%)	40 (15%)	255 (100%)
Total Priority program	1,300	100%	11,825 (80%)	2,115 (14%)	960 (6%)	14,900 (100%)

PROPOSED ACQUISITION PROGRAM

	Condition of dwelling units			
	Sound	Poor	Bad	Total
Acquisition for clearance	365	885	910	2,150 (76%)
Residential clearance areas	215	200	155	570 (20%)
Residential spot clearance areas	—	590	675	1,265 (45%)
Industrial spot clearance areas	150	95	70	315 (11%)
Acquisition for rehabilitation	—	655	—	655 (24%)
Residential spot clearance areas	—	655	—	655 (24%)
Total priority acquisition program	365 (13%)	1,540 (55%)	910 (32%)	2,805 (100%)

PROPOSED HOUSING PROGRAM

	Residential Clearance Areas	Residential Spot Clearance Areas	Total
New housing	2,050	1,250	3,300 (88%)
Private	1,250	750	2,000 (54%)
Public—Family	400	250	650 (17%)
—Elderly persons	400	250	650 (17%)
Rehabilitated housing*		450	450 (12%)
Private		225	225 (6%)
Public—Family		225	225 (6%)
Total priority housing program	2,050	1,700	3,750 (100%)
Private	1,250	975	2,225 (59%)
Public—Family	400	475	875 (24%)
—Elderly persons	400	250	650 (17%)

* Does not include an additional 450 dwellings to be rehabilitated by present owner-occupants, but allows for a reduction in overcrowding in rehabilitated dwellings.

COST OF RENEWAL PROGRAM

The estimated cost of carrying out the total renewal program is \$243,400,000, and the net cost after recoveries from the sale of property is estimated at \$228,800,000, or \$15,250,000 annually over the suggested 15-year period of the program. For the recommended 5-year priority program, the estimated total cost is \$75,600,000 and the estimated net

cost is \$72,000,000, or an annual average expenditure of \$14,400,000 per year.*

The estimated costs for the recommended renewal program and the proposed priority program are summarized below.

	Recommended Renewal Program	Recommended Priority Program
Acquisition and Clearance	\$162,000,000 (66%)	\$52,000,000 (69%)
Public improvements	50,600,000 (21%)	13,600,000 (18%)
Other costs (relocation, administration, etc.)	30,800,000 (13%)	10,000,000 (13%)
Total gross cost	\$243,400,000 (100%)	\$75,600,000 (100%)
Recoveries from re-sale of property	14,600,000	3,600,000
Total net cost	\$228,800,000	\$72,000,000

Under the provisions of the present legislation, 1/2 of the net cost of the program would be paid by the Federal government and 1/4 of the net cost would be paid by the Province of Ontario. The remaining 25% of the cost is borne by the municipal governments concerned. Heretofore, Metropolitan Toronto has contributed the municipal share of the cost relating to the provision of land and services for public housing purposes, and the City of Toronto has contributed the remaining portion of the municipal cost. The suggested basis for allocating the municipal share of the cost of the recommended program between the metropolitan and local governments is discussed in the next chapter which deals with recommended procedures for carrying out the program. It may be noted here that it is recommended that the municipal portion of the cost of the renewal program be shared equally between the metropolitan and local governments. On this basis, the net cost of the recommended program would be allocated as follows:

	Recommended Total Program	Recommended Priority Program
Government of Canada (50%)	\$114,400,000	\$36,000,000
Province of Ontario (25%)	57,200,000	18,000,000
Metropolitan Toronto (12½%)	28,600,000	9,000,000
**Local municipalities (12½%)	28,600,000	9,000,000
	\$228,800,000	\$72,000,000

The indicated costs of the recommended program are of course based on current cost levels, and would undoubtedly be expected to become greater as prices rise. The figures are not, in any event, meant to be

* The cost estimates are based on average house prices in the renewal areas, on unit costs for services and site improvements suggested by the City of Toronto Works Department, and on current ratios for administration, planning, relocation, contingencies, etc. Recoveries were estimated on the basis of \$1,000 per replacement housing unit for residential re-use and \$50,000 per acre for industrial or commercial re-use, as discussed in Chapter VI.

** It is estimated that the local share would be allocated on the following basis:

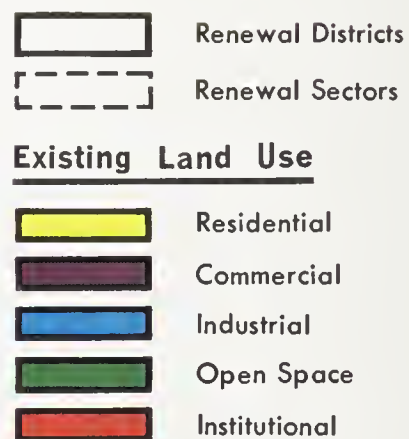
	Total program	Priority program
City of Toronto	\$26,637,500 (93.1%)	\$8,212,500 (91.2%)
East York	450,000 (1.6%)	450,000 (5.0%)
Scarborough	512,500 (1.8%)	—
Etobicoke (after January 1967)	1,000,000 (3.5%)	337,500 (3.8%)
	\$28,700,000 (100%)	\$9,000,000 (100%)

definitive, since the actual costs of the renewal program will only be determined as the specific renewal schemes are prepared and carried out. However the figures shown above can be taken as a general indication of the probable scope of the program which is recommended in this report.

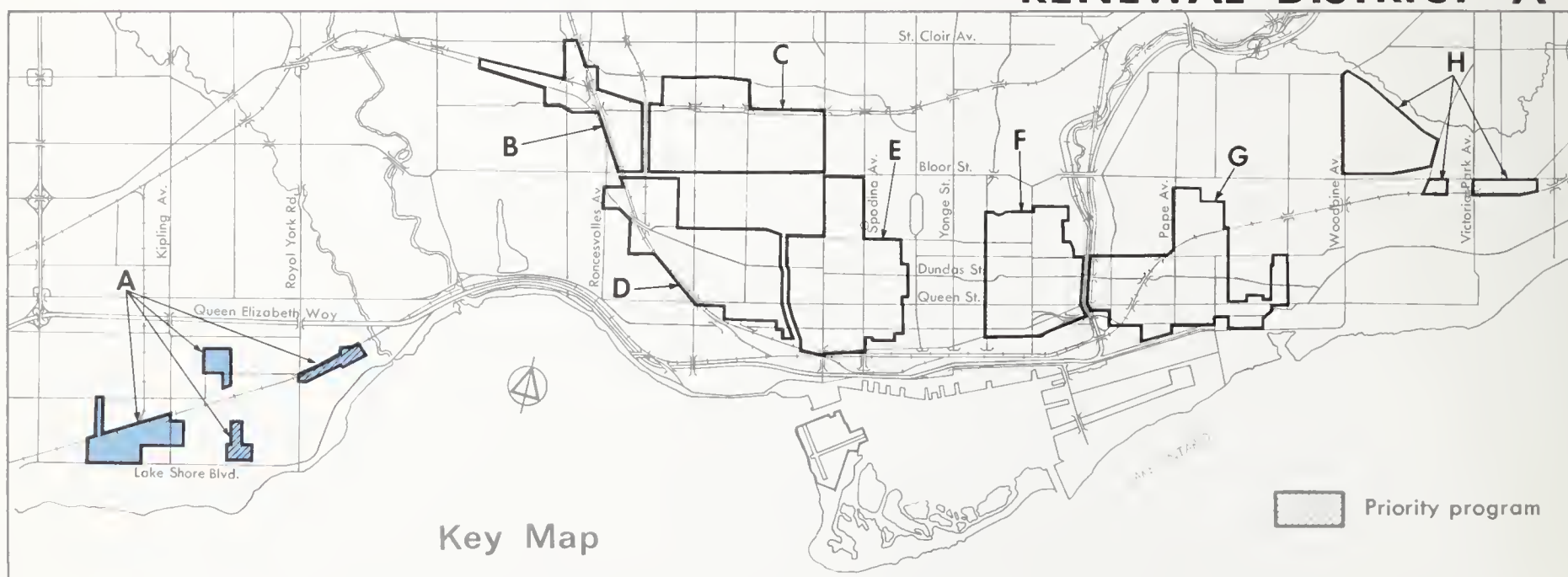
It should be noted that two cost elements have not been included in the foregoing figures. No allowance has been made for the possible expenditures involved in correcting air pollution sources in the vicinity of residential renewal projects, nor for the suggested meteorological studies which may be required to establish suitable locations for apartment buildings in some of the renewal areas. There is also no allowance for the costs which would be involved in providing financial assistance (whether in grants, below-market loans, or loan moratoriums) for rehabilitation by home owners, and for assisting in the relocation of owners whose equities are not adequate to secure suitable accommodation. The possible costs for these two elements cannot be calculated at this stage, but would undoubtedly run into several millions of dollars.

DESCRIPTION OF RENEWAL DISTRICTS

A detailed description of each of the proposed Renewal Districts, together with the recommended treatment program, is given in the following pages.

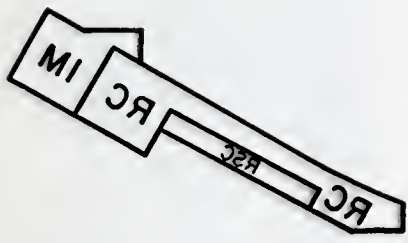
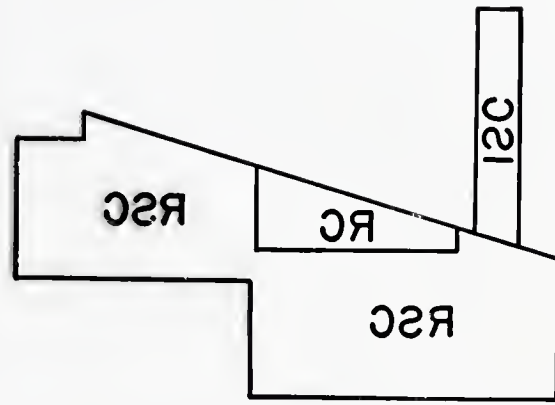


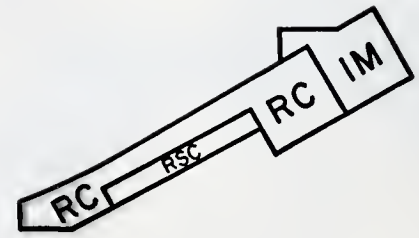
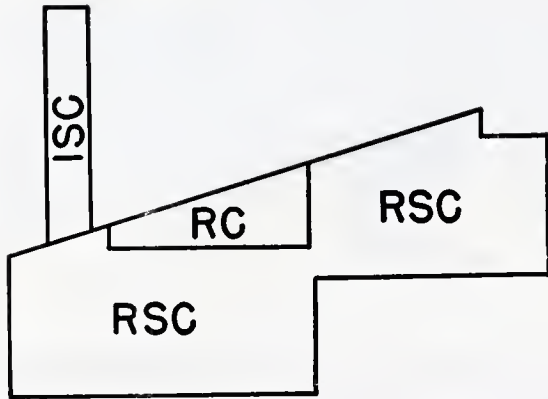
RENEWAL DISTRICT A



Recommended Treatment Program

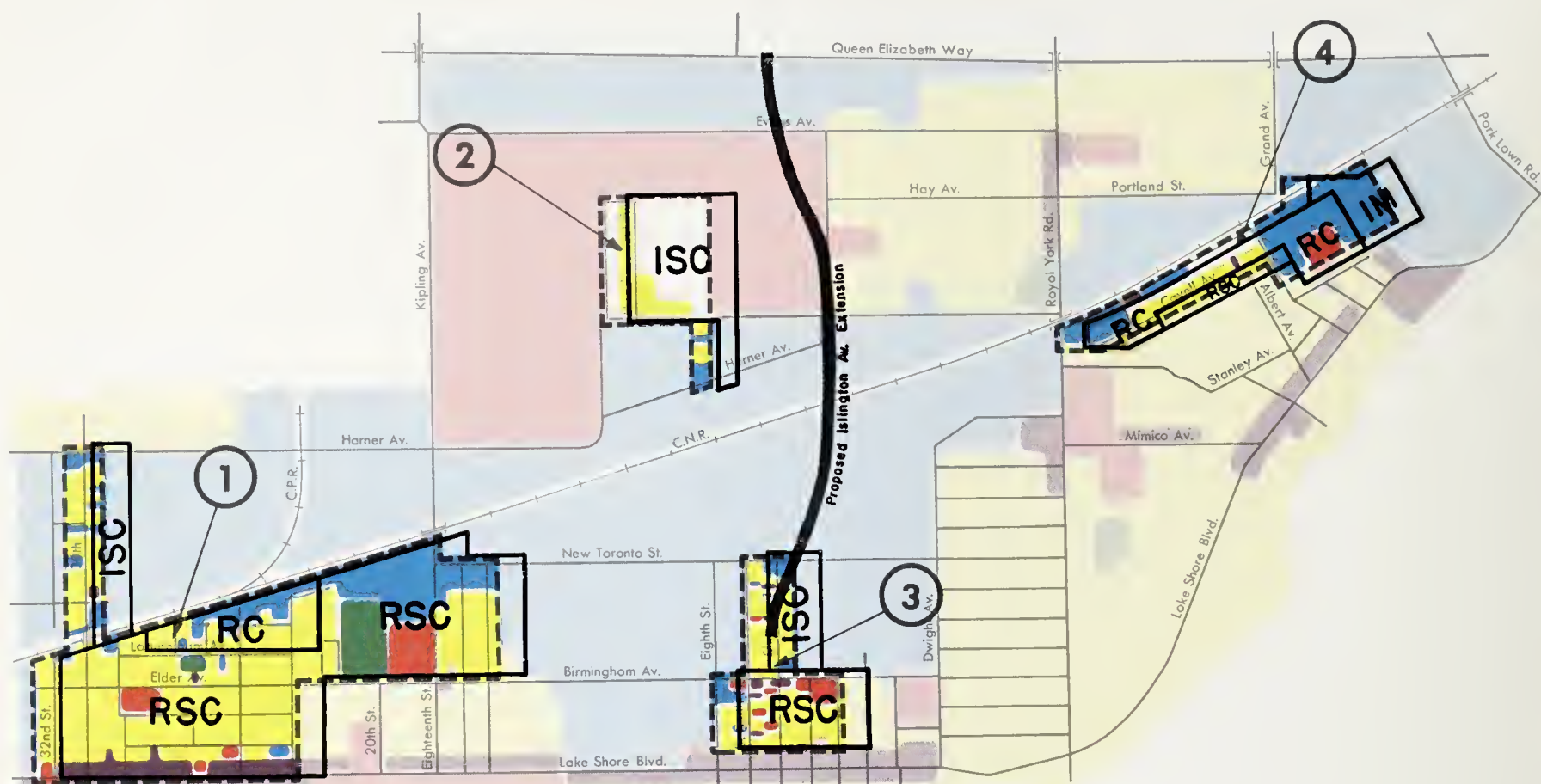
- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area





Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
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Recommended Treatment Program

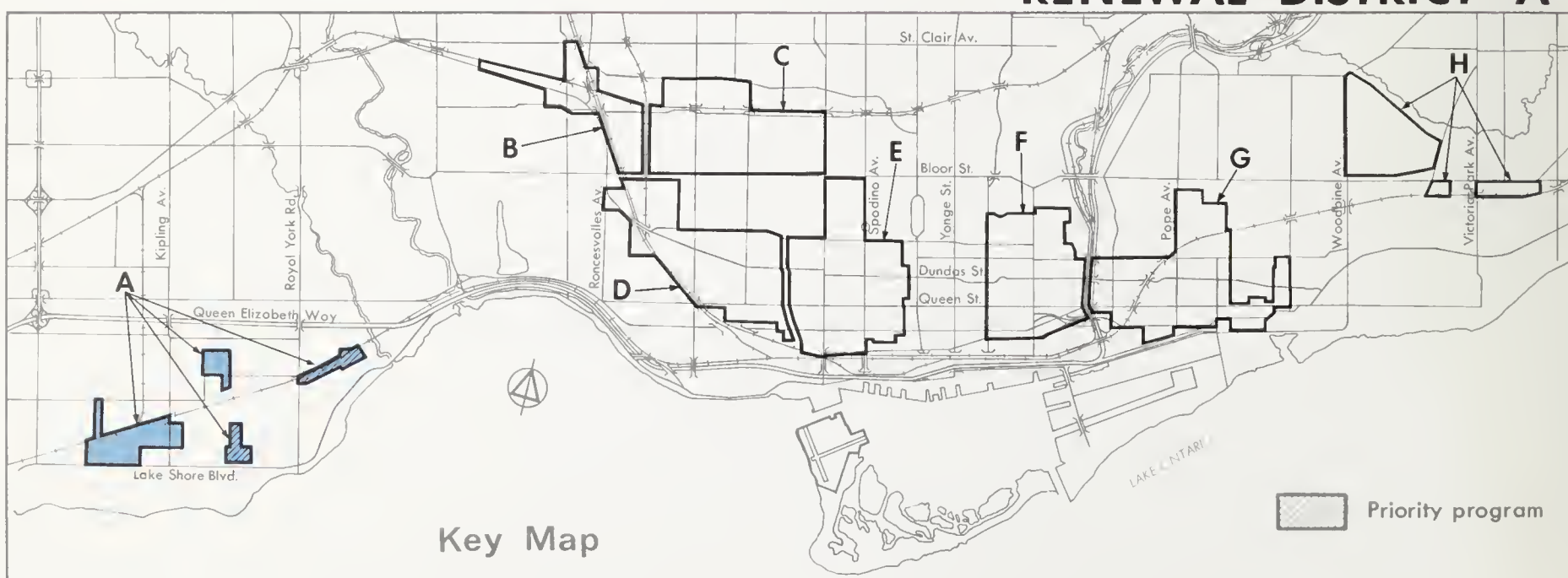
- RC — Residential clearance
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- Renewal Districts
- Renewal Sectors

Existing Land Use

- Residential
- Commercial
- Industrial
- Open Space
- Institutional

RENEWAL DISTRICT A



DISTRICT A

EXISTING CONDITIONS

District A consists of 4 areas surrounding the CNR tracks and marshalling yards in the west Lakeshore district.

Sector 1 contains approximately 155 acres and 913 dwelling units, of which about 14% are blighted. The area contains a major recreational and institutional centre, covering 12 acres north of Birmingham and west of 18th Street. Residential blight generally is scattered throughout the area, but is somewhat concentrated between Laburnum Avenue and the tracks, where it is exposed to the deteriorating influences of railway traffic and is heavily infiltrated by blighting and blighted industry.

Sector 2 consists of an uncompleted subdivision which contains only 45 dwellings. The proper use of the area is industrial in conformity with surrounding lands.

Sector 3 contains about 35 acres and 440 dwelling units of which nearly ¼ are blighted, with almost 80% of these concentrated north of Birmingham Street in a predominantly industrial district. Remaining blight south of Birmingham is scattered through the predominantly residential area, which is vulnerable to the blighting influences of industry west of Seventh Street and particularly to the effects of inadequate industrial off-street parking and industrial traffic.

Sector 4 also contains about 35 acres, with only 74 dwelling units. There is slight incidence of residential blight, but the area and the surrounding residential neighbourhood are vulnerable to the blighting influences of existing operations. The proper use of lands in the area is residential. Additional community facilities, particularly public open space is required. Outside the area, the operations of a mineral wool plant and building materials factory represent serious sources of air pollution affecting the residential area.

RECOMMENDED TREATMENT

Sector 1—The two principal objectives in the treatment recommended for this sector are the general rehabilitation of the residential neighbourhood south of the CNR, and the elimination of housing from an unsatisfactory environment north of the tracks.

In the latter case the objective may be met by the removal of some 85 residential structures, primarily along 30th Street between the CNR tracks and Horner Avenue, with readjustment of the lands into adequate sites for industrial re-use, with 30th Street improved as an industrial collector road.

South of the tracks the treatment required is the acquisition and clearance of all buildings north of Laburnum between 24th and 29th Streets (approximately 15 acres). The re-use should include a new public park of about 5 acres and approximately 250 new dwelling units in apartments and row housing. In the surrounding area treatment should consist only of spot clearance of some 65 blighted residential structures and the rehabilitation of approximately 15 additional residential structures to the standard of sound housing in this neighbourhood.

Sector 2—The treatment objective in this sector is the elimination of approximately 45 residential structures from an industrial environment for which ordinary community facilities are not and will not be made available. Industrial re-use of the cleared lands together with other vacant lands in the area will be feasible when adequate services are provided by the municipality.

Sector 3—The treatment of this sector will be influenced to a large degree by the construction of the Islington Avenue extension from the Queen Elizabeth Way to Lakeshore Boulevard, and the right-of-way of this arterial road should be provided in the renewal of the sector.

North of Birmingham Street the objective is to eliminate a pocket of housing from an otherwise industrial area. The proposed alignment of the Islington Avenue extension will require revisions to the existing street pattern. These revisions will make land available for the enlargement of existing industrial buildings or to provide industrial off-street parking. About 95 residential structures will be involved in this clearance.

South of Birmingham Street it is proposed to extend Islington Avenue along the alignment of 7th Street where it will require the removal of the buildings most exposed to the blighting influence of existing industry. To restore and maintain the residential environment of this neighbourhood spot clearance of a small number of houses will be required, with rehabilitation of a few structures to the prevailing standard of sound housing in the neighbourhood.

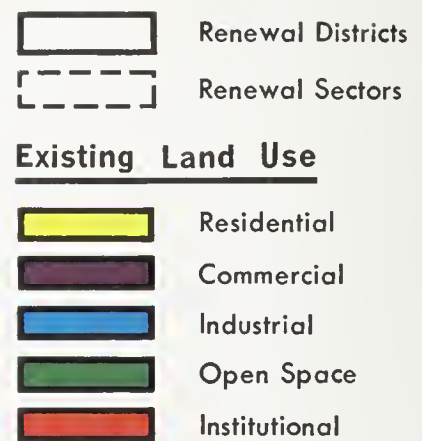
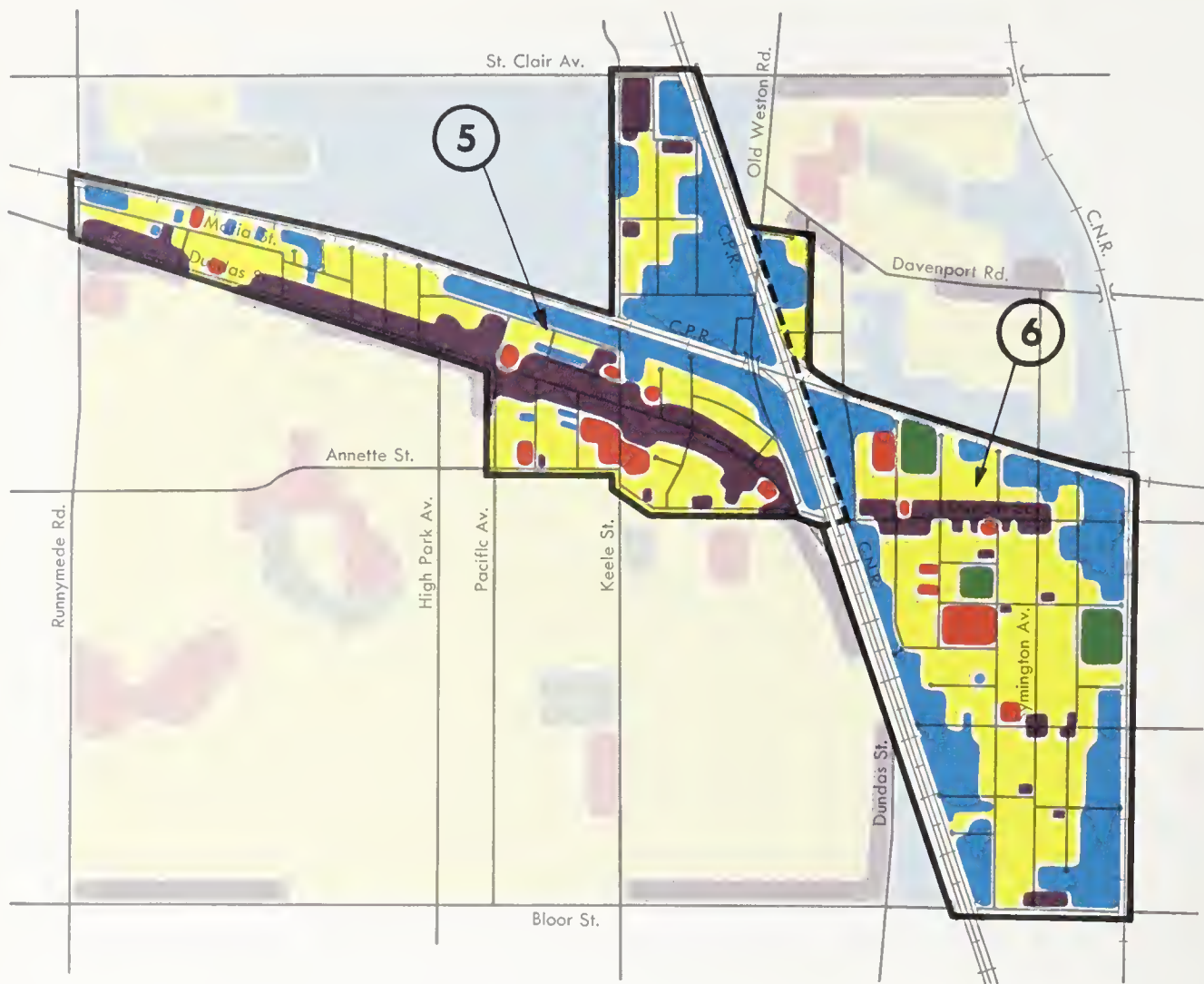
Special attention in the treatment of this sector will be required for a large existing apartment building located between 6th and 7th Streets. The building serves a useful function in providing relatively low rental housing, but will require a degree of rehabilitation to ensure its continued use as such.

Sector 4—The objectives of the treatment recommended for this sector are to remove incompatible non-residential uses, to provide for residential use of presently vacant lands, and to improve the residential environment through air pollution control measures.

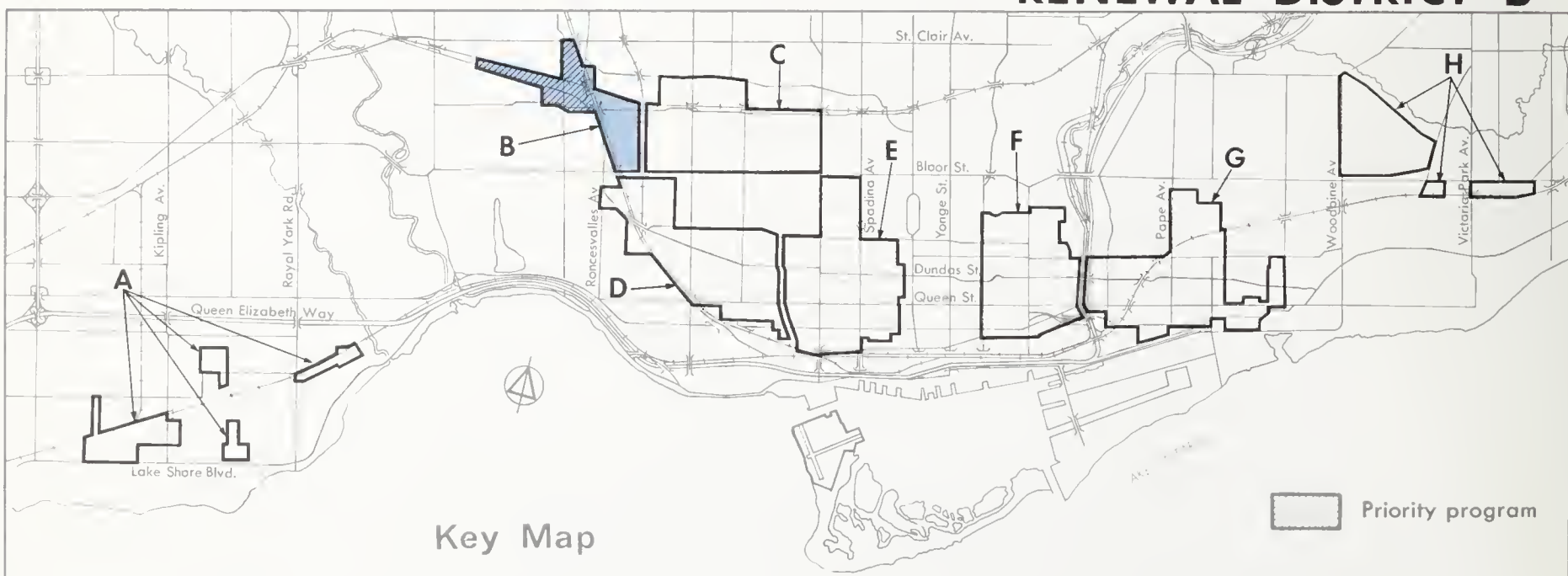
The first objective may be met by removal of an existing concrete pipe plant and yard from east of Burlington Street, a small warehouse from the south side of Manchester Street, and a larger warehouse from the corner of Manchester and Vincent Streets. The sites of the first and last are large enough to permit their re-use for apartments or row housing. The south side of Manchester between Burlington and Vincent is too shallow to permit the development of most forms of housing but would be suitable for desirable non-residential community uses, such as parkland and a small retail shopping facility. The existing small hotel at the west end of this area could be retained but its rehabilitation should be undertaken.

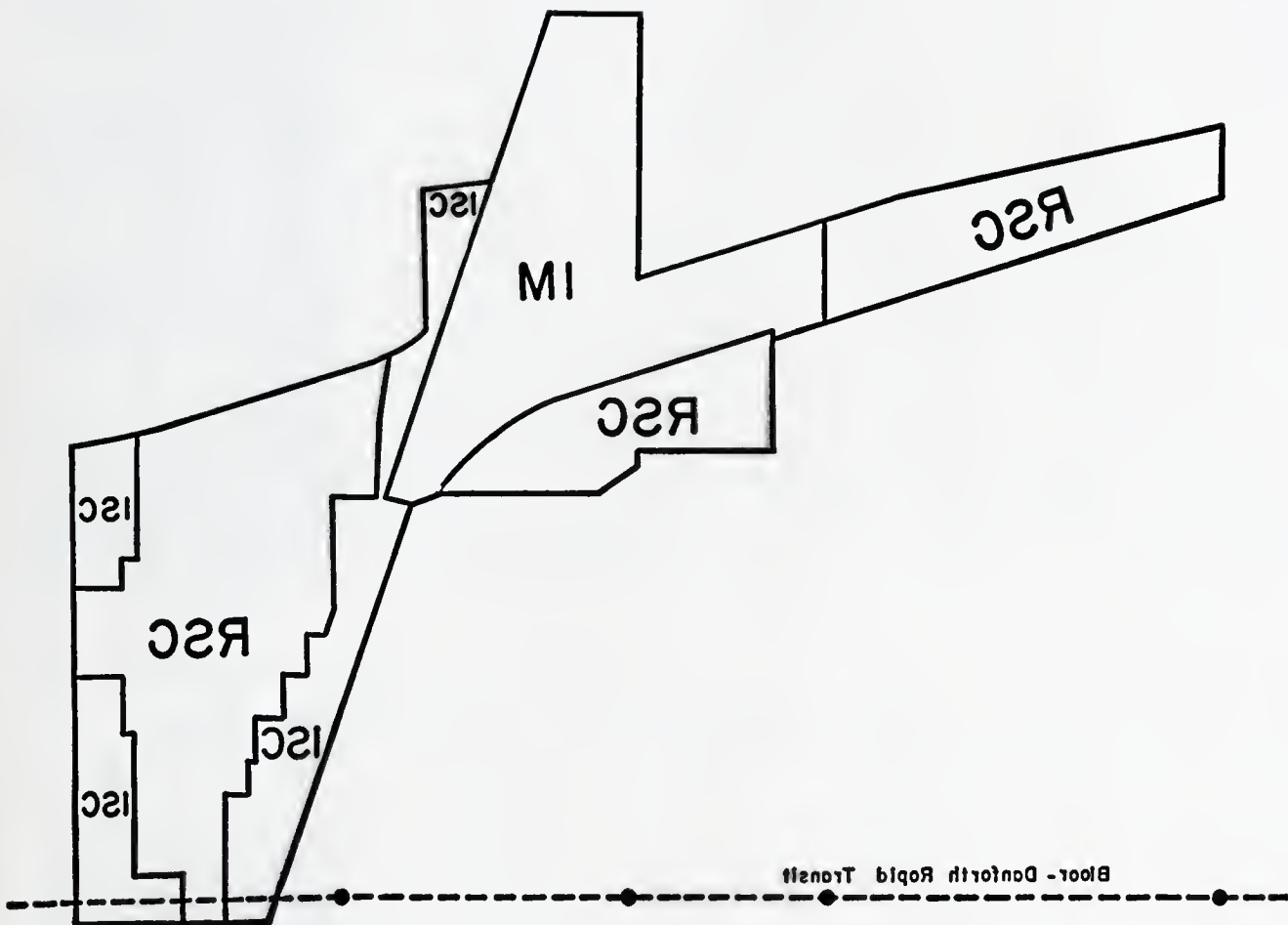
To achieve the third objective the two major sources of air pollution affecting the neighbourhood are included in the renewal area: a building materials factory on Grand Avenue north of the tracks, and a mineral wool plant on Fleetline Road to the east. Public financial and technical assistance appears to be required to prove for these operations the necessary equipment to reduce air pollutants to an acceptable minimum or to relocate in areas less vulnerable to pollution. Such action is required to make the recommended residential redevelopment projects feasible and generally to improve the residential environment within the influence of their operations.

	Total District		Priority Sector	
	Acres	Dwellings	Acres	Dwellings
TREATMENT AREAS				
Residential clearance	35	90	25	—
Residential spot clearance	135	1,085	20	360
Industrial spot clearance	75	305	15	160
Industrial maintenance	10	—	10	—
Special areas	—	—	—	—
Total	255	1,480	70	520
CONDITION OF HOUSING				
Dwellings in bad condition	100	7%	40	8%
Dwellings in poor condition	150	10%	70	13%
Dwellings in sound condition	1,230	83%	410	79%
Total number of dwellings	1,480	100%	520	100%
REHOUSING REQUIREMENTS				
Dwelling units cleared	480		180	
Dwelling units acquired for rehabilitation	20		5	
Total Acquisitions	500		185	
Dwelling units in industrial areas	—		—	
Estimated overcrowding	75		25	
Total rehousing requirements	575		210	
INDUSTRIAL ACQUISITIONS	10		5	
COMMERCIAL ACQUISITIONS	1		1	
REPLACEMENT HOUSING				
New dwelling units	1,110		750	
Rehabilitated dwelling units	15		5	
Total replacement	1,125		755	
Surplus/Deficiency of Replacements over Acquisitions	+ 625		+ 570	
Surplus/Deficiency of Replacements over Rehousing Requirements	+ 550		+ 545	
COSTS				
Acquisition and clearance	\$6,000,000		\$2,300,000	
Public improvements	2,500,000		700,000	
Other	1,000,000		400,000	
Total Gross	9,500,000		3,400,000	
Recovery	1,500,000		700,000	
Total Net	8,000,000		2,700,000	



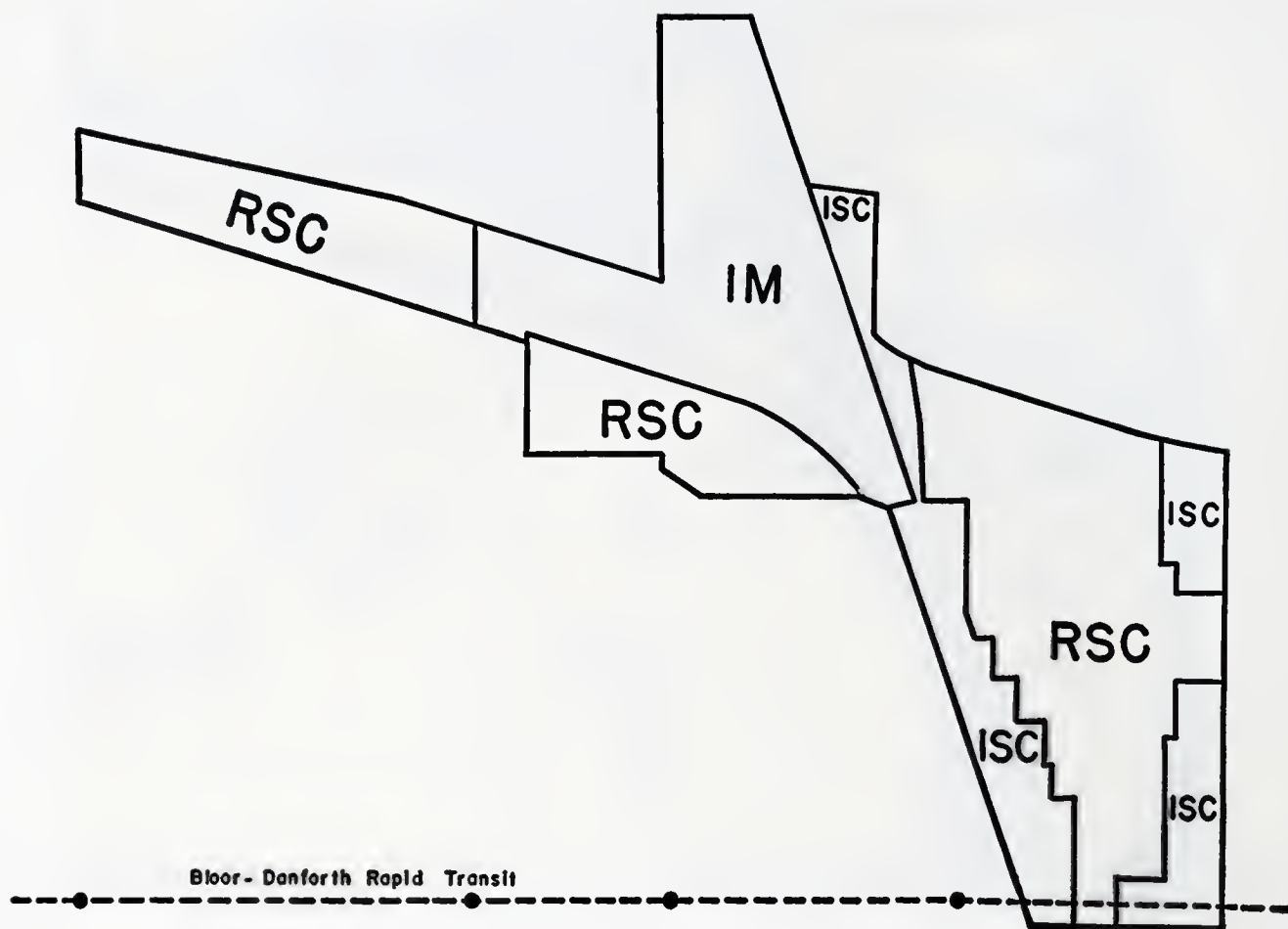
RENEWAL DISTRICT B





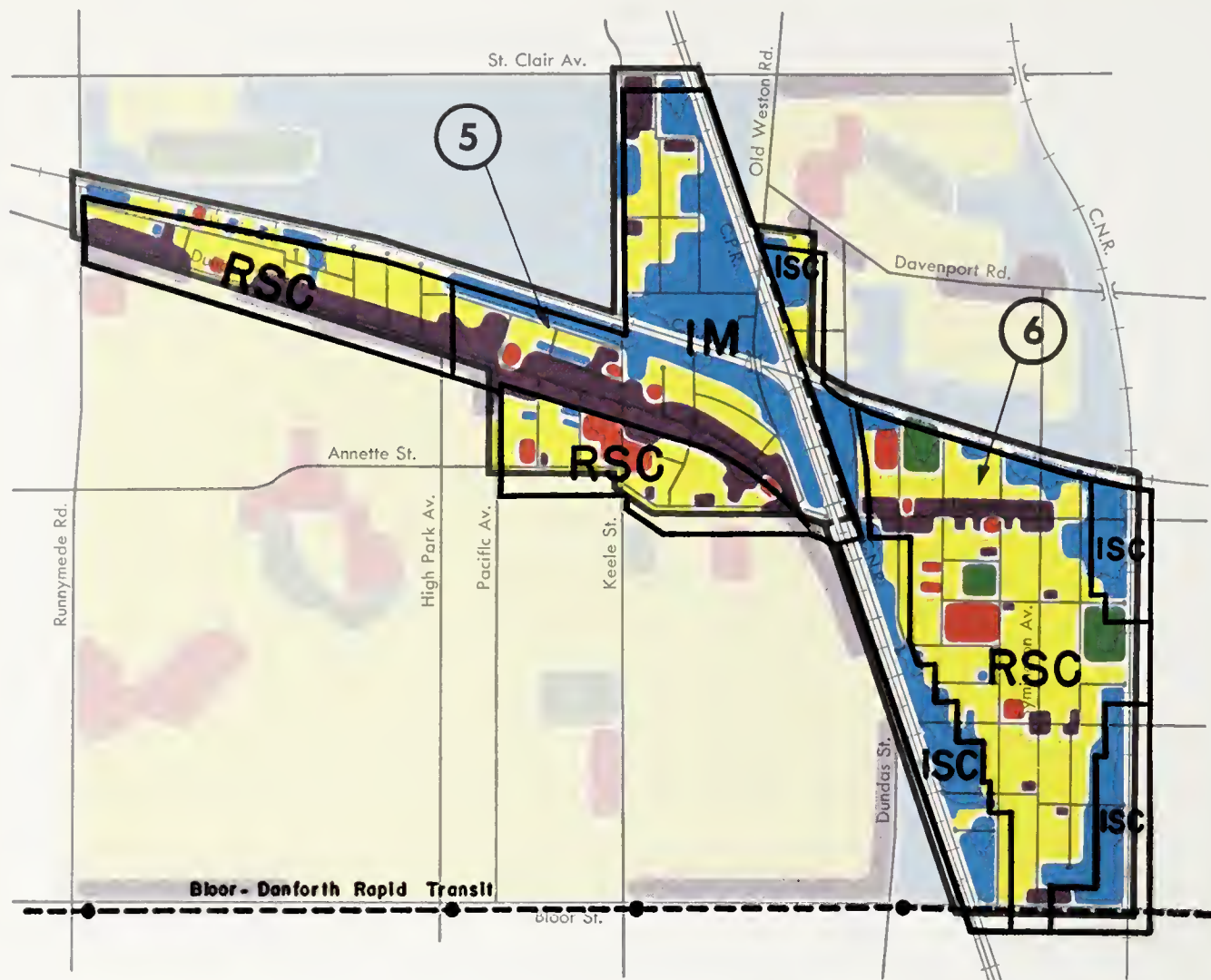
Recommended Treatment Program

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Recommended Treatment Program

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Recommended Treatment Program

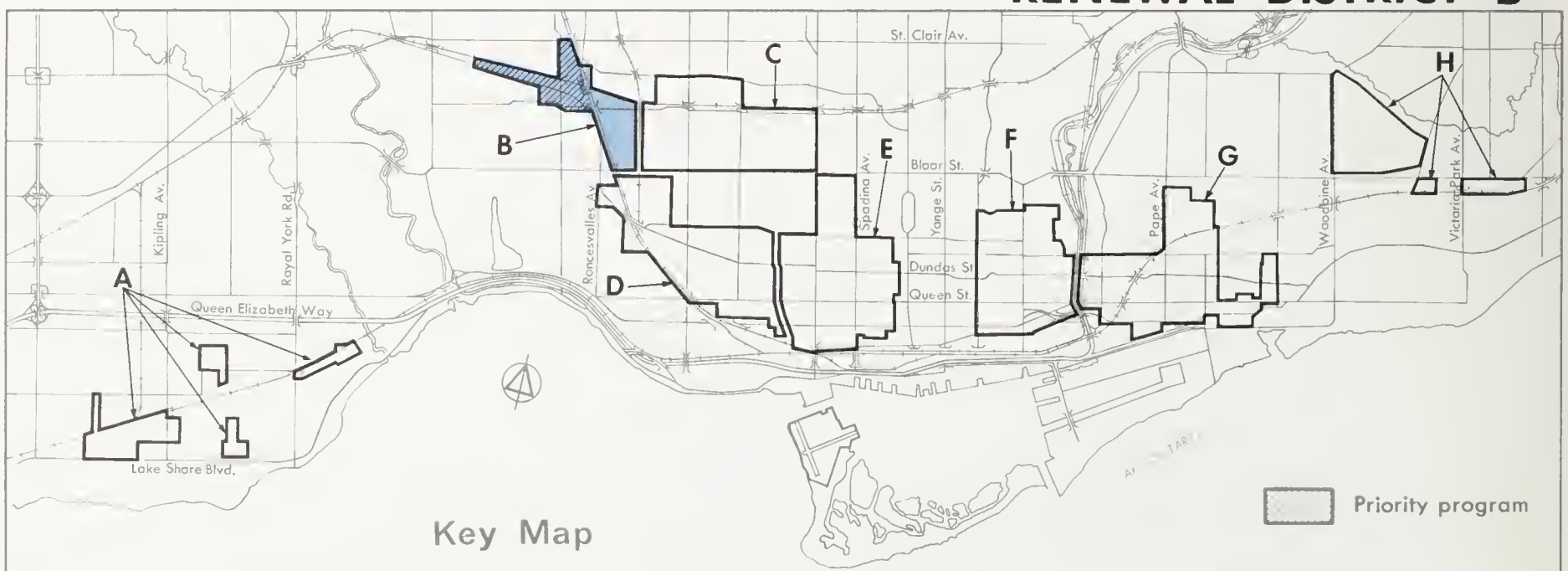
- RC — Residential clearance
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- Renewal Districts
- Renewal Sectors

Existing Land Use

- Residential
- Commercial
- Industrial
- Open Space
- Institutional

RENEWAL DISTRICT B



DISTRICT B

EXISTING CONDITIONS

This sector, which is familiarly known as the "Junction", contains the major "Toronto Diamond" railway interchange. It also contains the West Toronto commercial district on Dundas Street which continues to perform a useful commercial function for a wide surrounding area. The Keele/St. Clair stockyards lie to the north of the sector; together with the main-line railways leading to the interchange, they dominate the district and contribute to its blight.

Most industry has occupied rail-side sites where, with a few exceptions, it has pre-empted earlier residential development. A significant number of small industries have penetrated deeply into the nearby residential neighbourhoods damaging the residential environment of these areas. North of Dundas Street, between Keele and the CNR and west from Keele to McMurrich Street, the process of industrial infiltration has taken place to a degree where the residential environment has been permanently impaired.

The infiltration of incompatible non-residential uses in the remaining residential areas of the sector is less extensive, but still undeniably high. Housing in these areas suggests poor original construction in some cases. Traffic circulation is poor, attributable to the railway barriers, and there is heavy traffic on local roads required to serve both industry and housing. Street and sidewalk repair is poor, especially in the area east of the railway interchange, and off-street parking facilities are limited. Over 90% of the existing housing, however, is still in sound structural condition. There is a little evidence of private rehabilitation and exterior maintenance is generally average. Blight is not concentrated but widely scattered.

RECOMMENDED TREATMENT

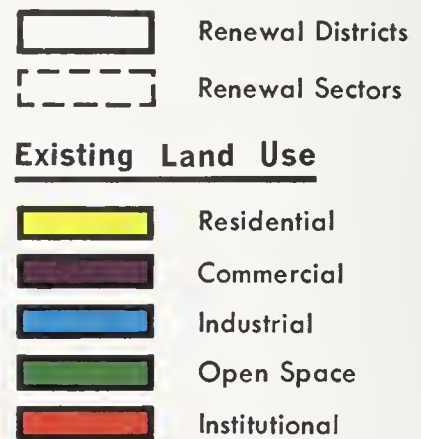
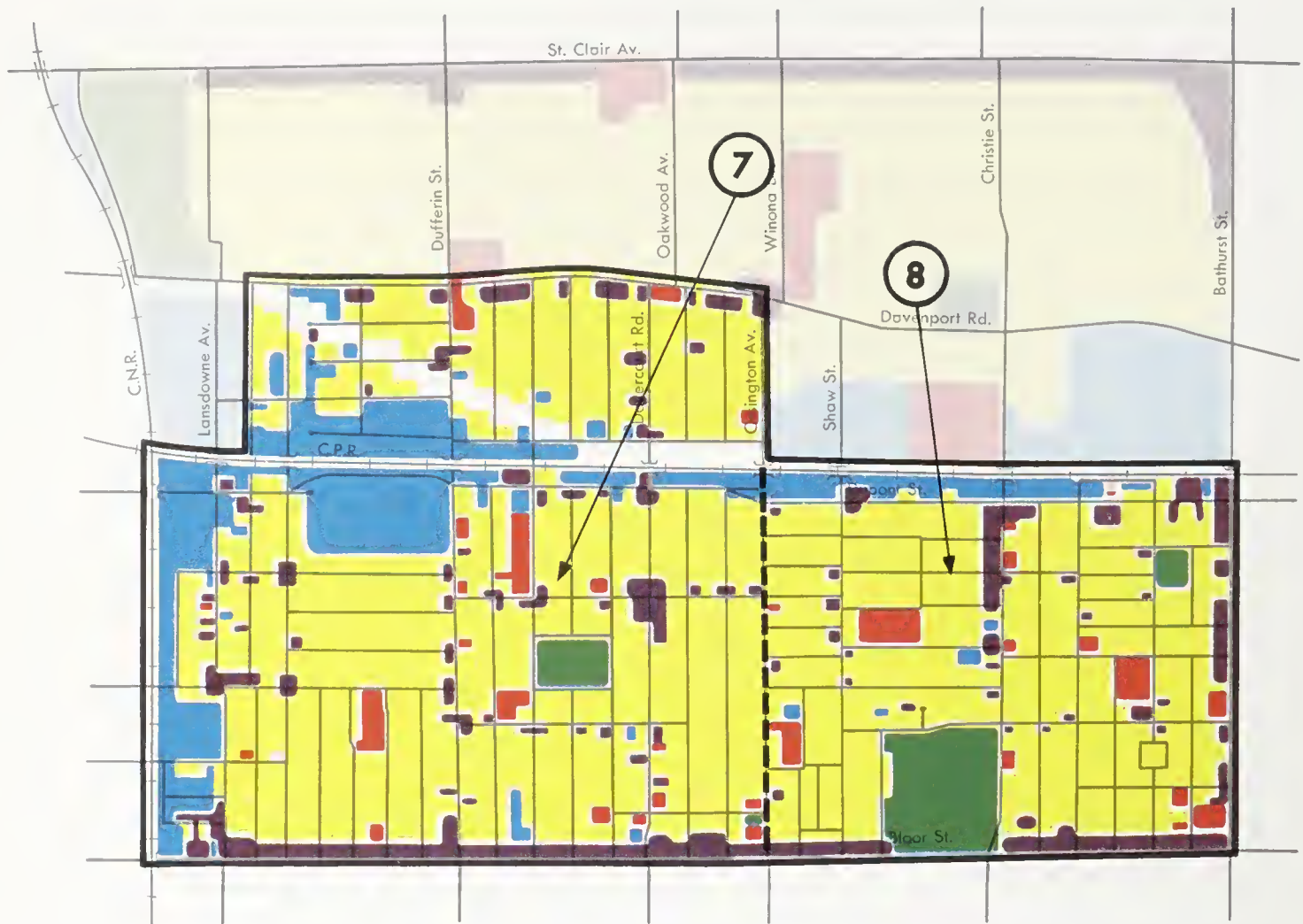
Sector 5—The primary objectives of treatment in this sector are to eliminate incompatible uses from the viable residential areas, and to improve the general environment of these areas, providing for the gradual removal of residential uses from areas which are no longer suitable for it.

This treatment will require spot clearance of some 35 blighted residential structures and the rehabilitation of about 17 additional homes in the area south of Dundas Street, and in the area north of Dundas Street west of the rear lot line of dwellings fronting to the east side of McMurrich Street. (The spot clearance program in these areas may provide enough cleared land for larger-scale rehousing projects to be undertaken, particularly on Maria Street and Indian Road Crescent, but a general increase in the prevailing residential density is not anticipated as a result of urban renewal action so that major sewer improvements should not be required for these purposes.) In addition, all blighted and blighting industrial operations and deteriorated commercial structures should be removed for residential re-use except on the Dundas frontage, where commercial re-use is feasible. Improved off-street parking facilities are required and may be accommodated on cleared lands or by the re-organization of residential rear lanes into neighbourhood parking areas.

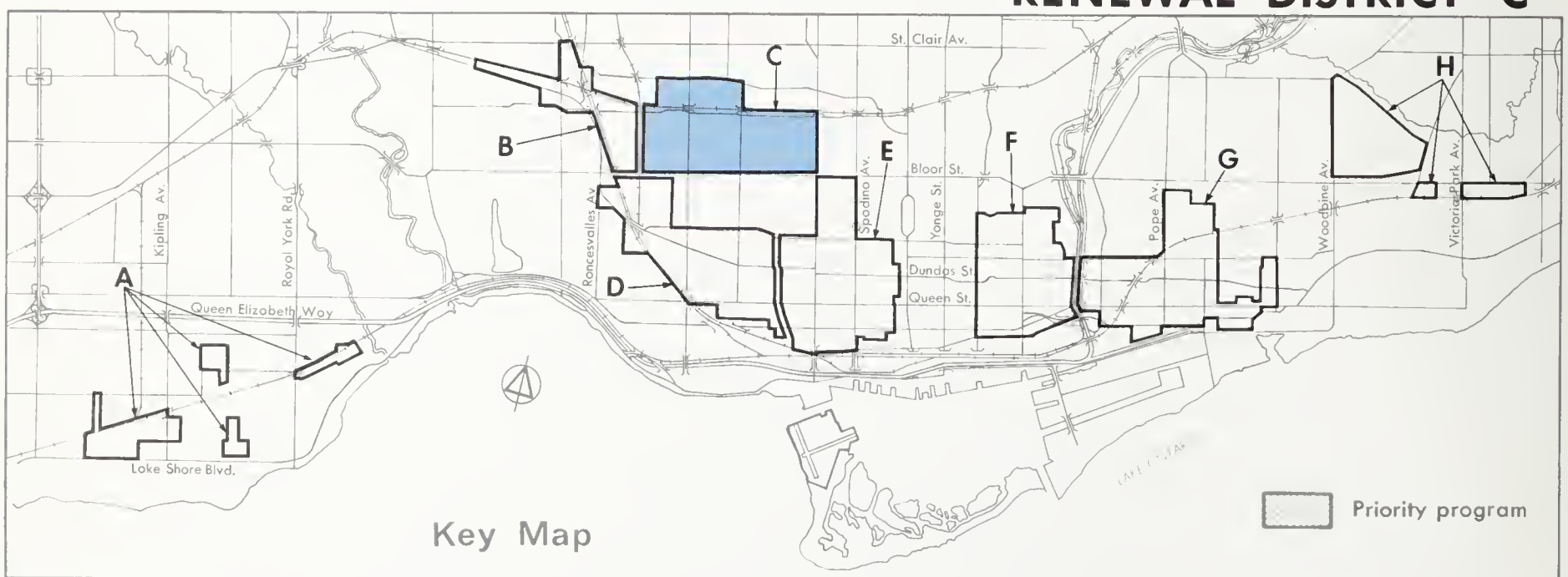
The rest of the sector is considered to be so industrialized that it can no longer provide a suitable residential environment. At the same time the amount and structural condition of existing housing is such that its removal cannot be justified without unduly creating an undue demand for rehousing which cannot be met at any foreseeable period. In this area, therefore, it is recommended that the area be treated as transitional, that its redevelopment to non-residential uses be encouraged when opportunities arise, and that no new housing be permitted. The renewal treatment recommended in this sector will eliminate 3 of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses.

Sector 6—Treatment in this sector is designed primarily to eliminate incompatible non-conforming uses in order to restore and maintain the environment of the residential areas and to eliminate housing from the unsatisfactory environment of the industrial areas. This will require the spot clearance of some 27 blighted residential structures and rehabilitation of a further 15 houses in the residential area, together with the clearance of all blighted and blighting industrial and deteriorated commercial structures, for residential re-use. In the industrial area, about 71 residential structures should be removed together with blighted industrial and deteriorated commercial uses, for non-residential re-use. The renewal treatment recommended for this sector will eliminate one of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses.

	Total District		Priority Sector	
	Acres	Dwellings	Acres	Dwellings
TREATMENT AREAS				
Residential clearance	—	—	—	—
Residential spot clearance	220	2,320	80	770
Industrial spot clearance	50	100	—	—
Industrial maintenance	70	295	70	290
Special areas	—	—	—	—
Total	340	2,915	150	1,060
CONDITION OF HOUSING				
Dwellings in bad condition	65	2%	40	3%
Dwellings in poor condition	145	5%	70	7%
Dwellings in sound condition	2,705	93%	950	90%
Total number of dwellings	2,915	100%	1,060	100%
REHOUSING REQUIREMENTS				
Dwelling units cleared	180		40	
Dwelling units acquired for rehabilitation	40		20	
Total Acquisitions	220		60	
Dwelling units in industrial areas	290		290	
Estimated overcrowding	200		75	
Total rehousing requirements	710		425	
INDUSTRIAL ACQUISITIONS				
	50		25	
COMMERCIAL ACQUISITIONS				
	10		10	
REPLACEMENT HOUSING				
New dwelling units	100		50	
Rehabilitated dwelling units	30		20	
Total replacement	130		70	
Surplus/Deficiency of Replacements over Acquisitions	— 90		+ 10	
Surplus/Deficiency of Replacements over Rehousing Requirements	— 580		355	
COSTS				
Acquisition and clearance	\$6,000,000		\$2,600,000	
Public improvements	3,600,000		1,600,000	
Other	1,200,000		600,000	
Total Gross	10,800,000		4,800,000	
Recovery	100,000		100,000	
Total Net	10,700,000		4,800,000	

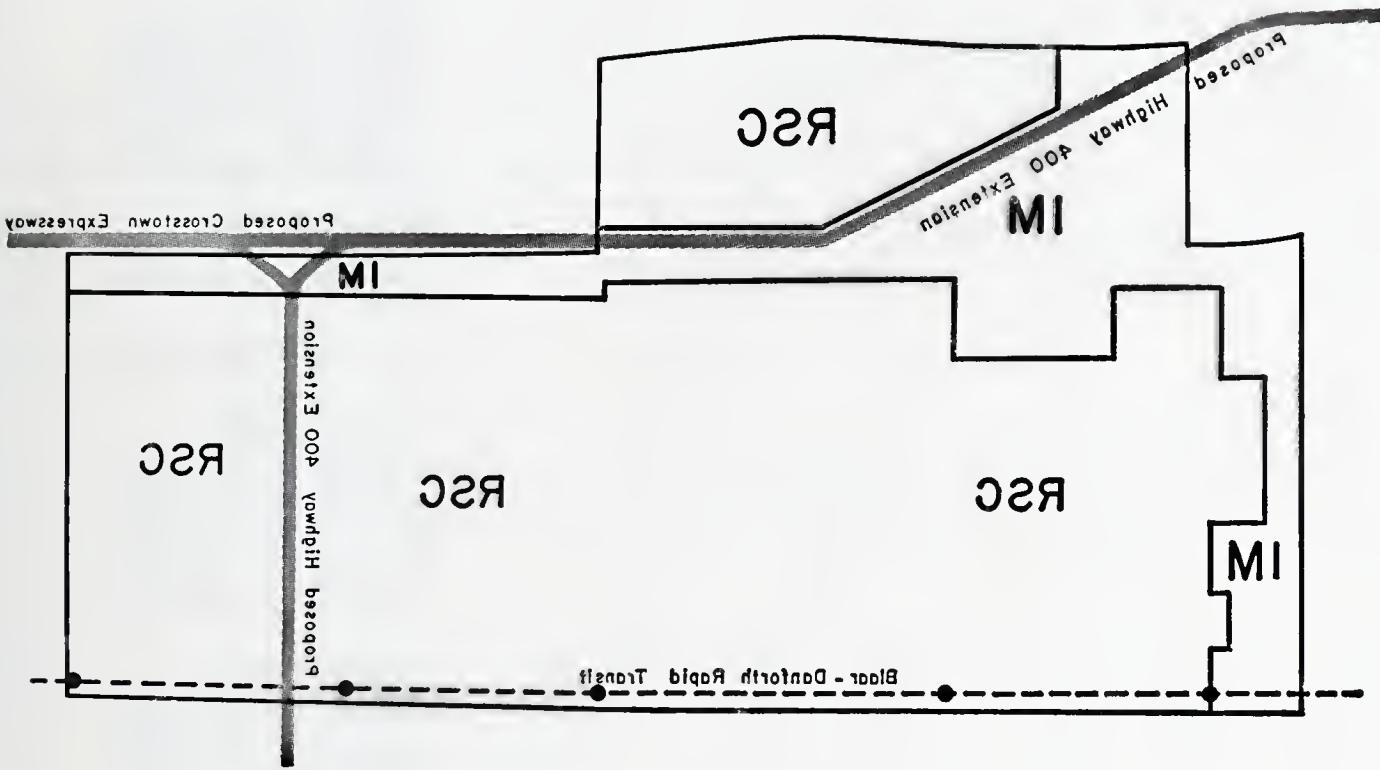


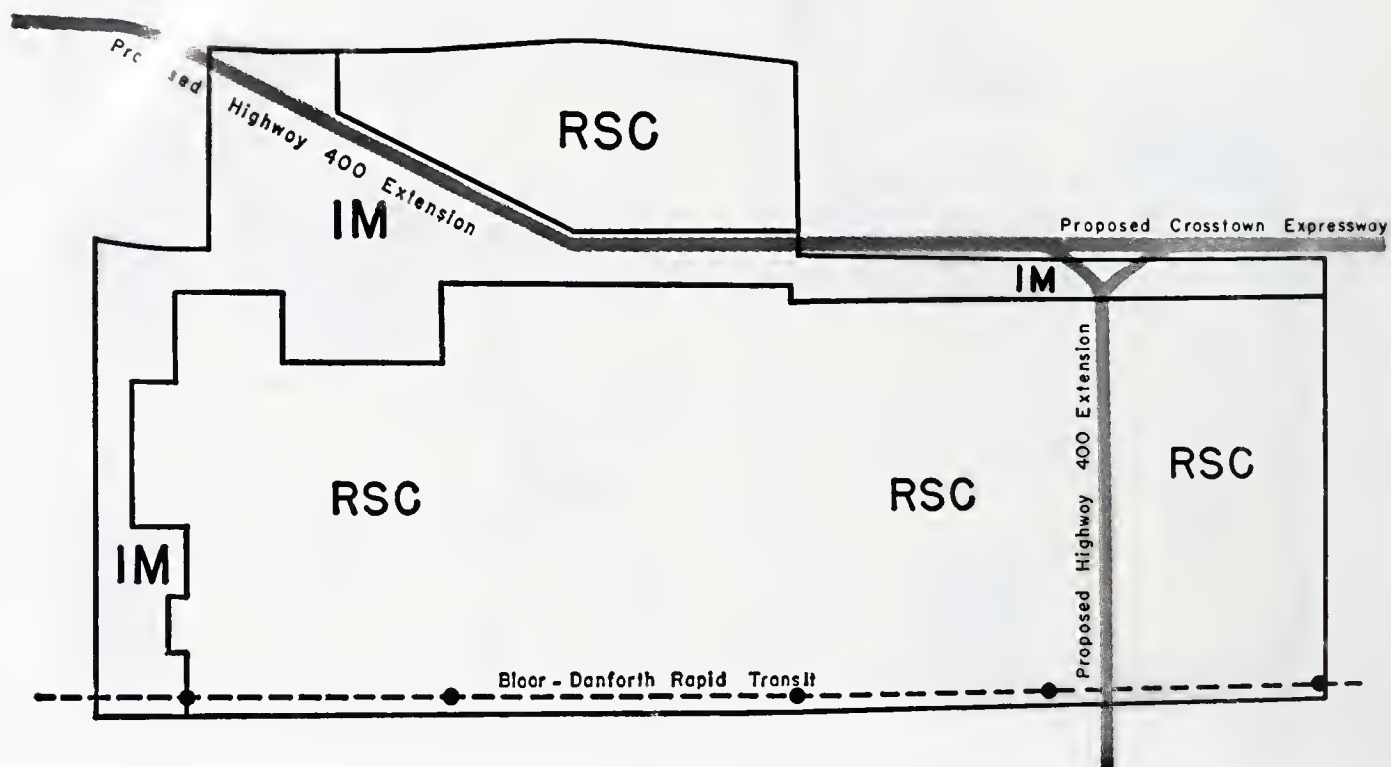
RENEWAL DISTRICT C



Recommended Treatment Program

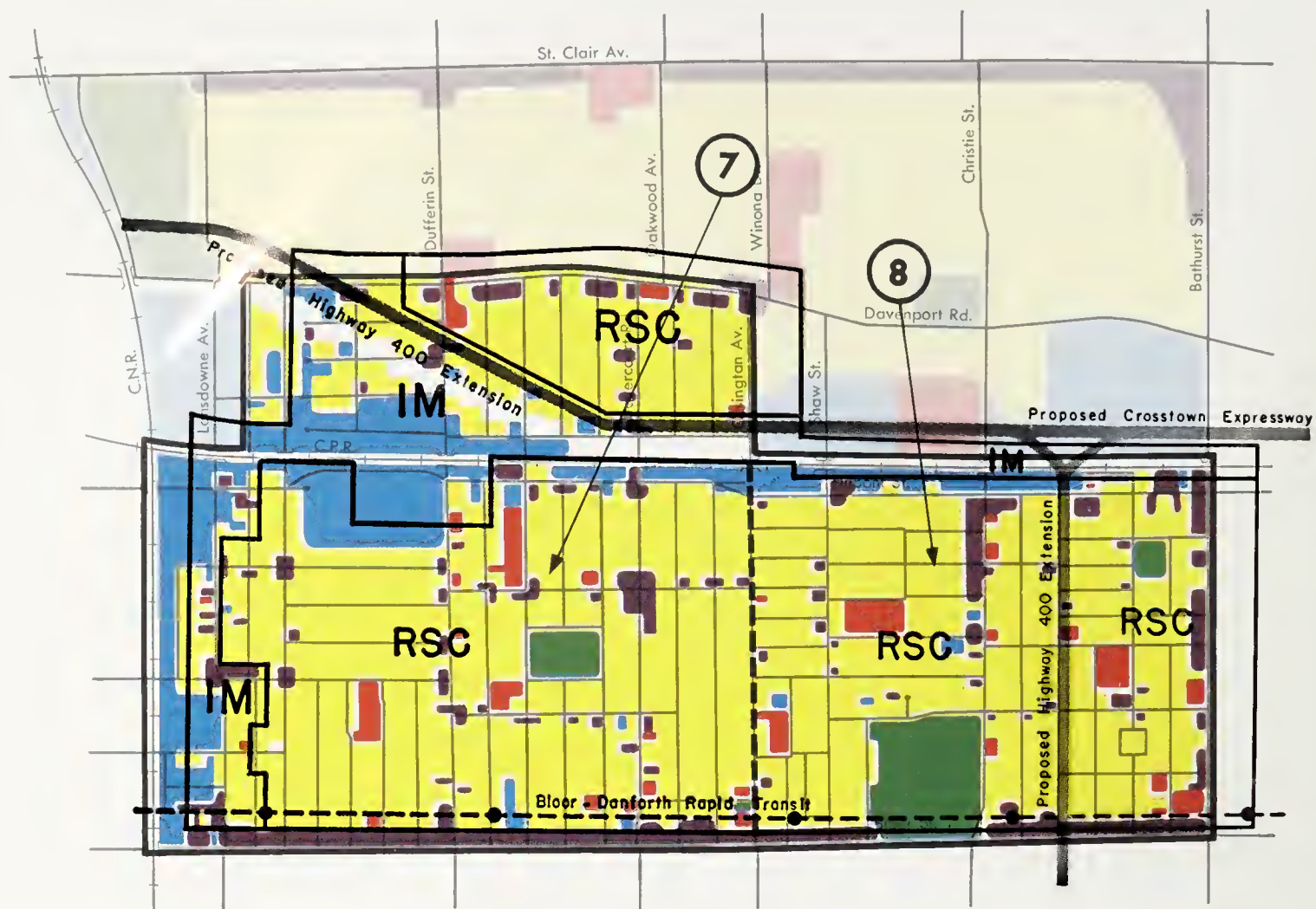
- SA — Special area
- IM — Industrial maintenance
- ISC — Industrial spot clearance
- RSC — Residential spot clearance
- RC — Residential clearance





Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



Recommended Treatment Program

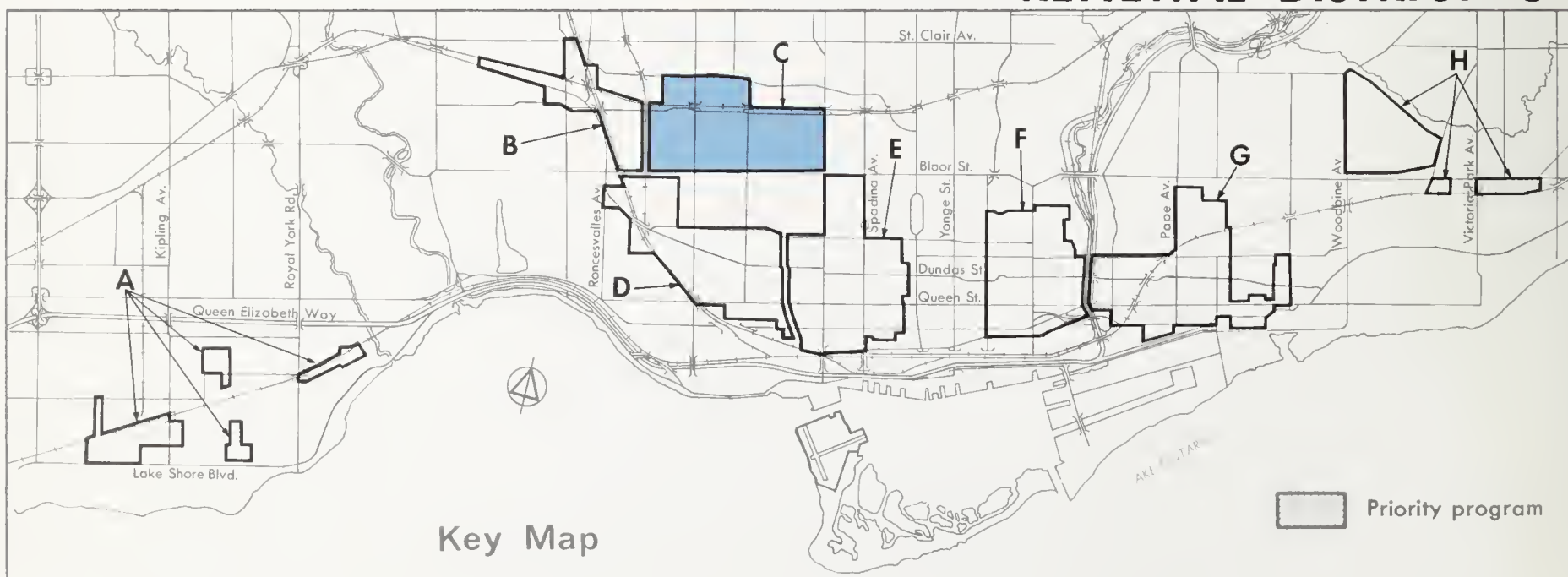
- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area

- Renewal Districts
- Renewal Sectors

Existing Land Use

- Residential
- Commercial
- Industrial
- Open Space
- Institutional

RENEWAL DISTRICT C



DISTRICT C

EXISTING CONDITIONS

This is a large district containing nearly 10,000 dwelling units. The Bloor Subway runs along its southerly limit. The alignment proposed for the Highway 400 Extension is located near the northerly limit of the sector north of the Dupont Street industrial area, and turns south in the vicinity of Christie Street through the easterly part of the sector.

The entire district is predominantly residential, except along the CNR tracks on the westerly boundary and the CPR tracks by Dupont Street, both of which are strong industrial areas containing little housing. Residential blight is not extensive, involving less than 7% of the total number of dwelling units in the district. Some private rehabilitation and reconstruction has taken place. However, the blight is scattered throughout the district and all areas are vulnerable to its influence. Similarly, incompatible industrial uses are found in widespread locations throughout the sector. There is also some deterioration of commercial structures on Dupont, Bloor, Lansdowne and Dufferin.

Off-street parking facilities are generally inadequate. Some streets and sidewalks are in poor repair. Street trees are generally scarce, giving the neighbourhoods a hot and uncomfortable appearance. Schools, churches, shopping and public transportation are available, but public open space is inadequate.

RECOMMENDED TREATMENT

Sector 7—The objective of renewal treatment in this sector is primarily to maintain the integrity of the residential neighbourhoods and to adapt them to the proposed Highway 400 Extension, which will bisect the northerly part of the sector. By construction of the expressway a group of houses presently forming part of the larger residential community will be isolated from that community, and their orientation will be changed to the nearby industrial area. The substantial number and structural condition of these houses precludes their immediate redevelopment for industrial uses, but such redevelopment should be encouraged when the road is constructed. In the meantime, no further residential development should be permitted.

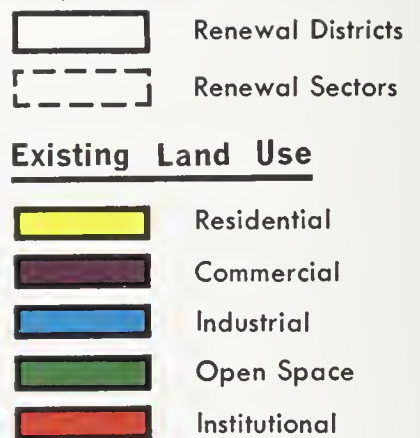
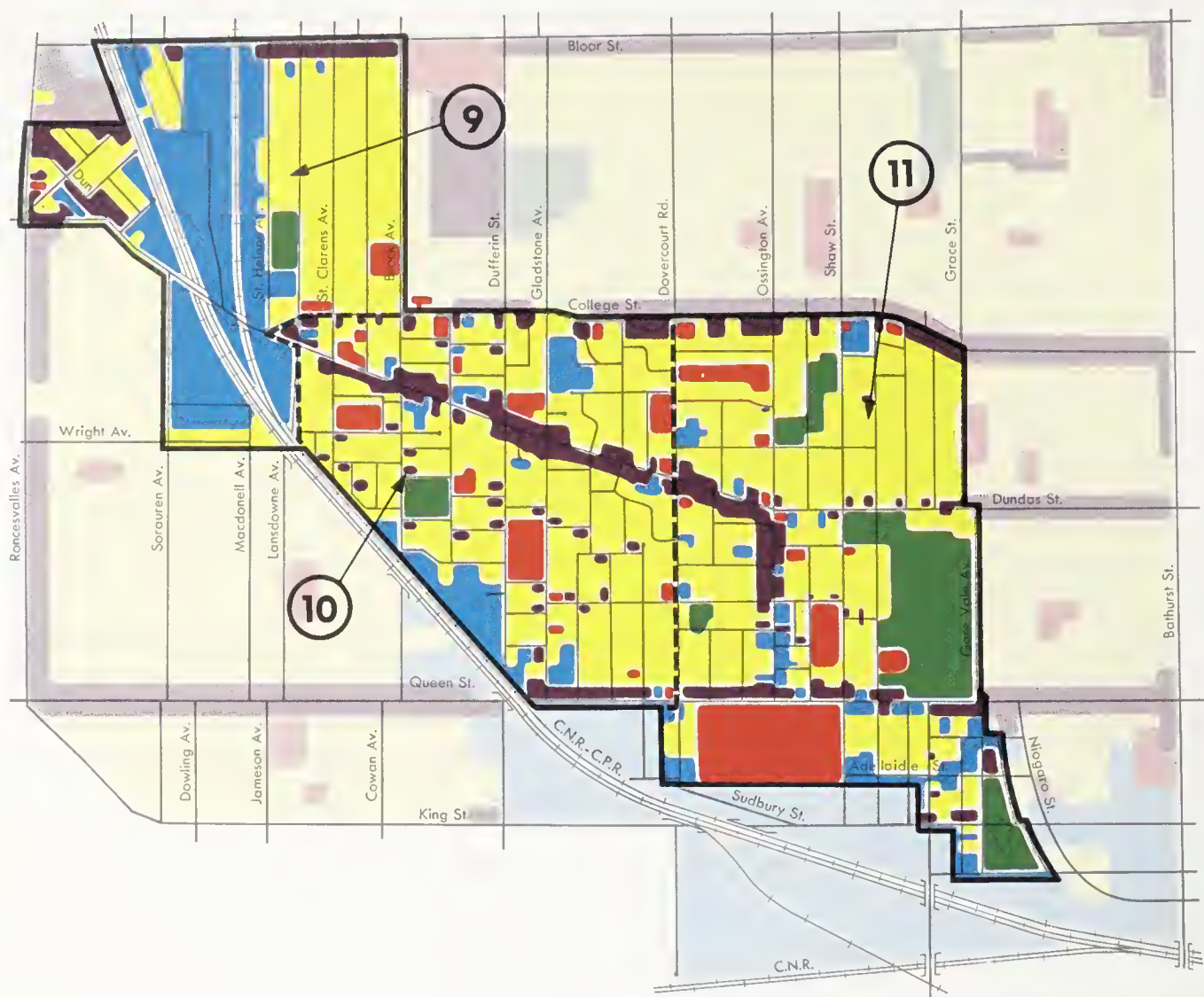
In the balance of the sector, the residential integrity of the community can be maintained by a program of spot clearance of some 136 blighted dwellings and the rehabilitation of a further 76 residential structures to the standard prevailing in the surrounding neighbourhood. All blighted and blighting industrial operations and deteriorated commercial structures should be removed for residential re-use, except on the commercial frontage of Bloor Street where the commercial redevelopment is satisfactory and off-street parking is required.

Sector 8—The specific objectives of renewal treatment for the residential areas of this sector are the same as for the residential areas of Sector 7. About 85 blighted houses should be cleared and some 47 rehabilitated to the standard of the neighbourhood. Special attention to the residential environment will be required along the Christie/Clinton alignment of the Highway 400 Extension, and the opportunity provided by the construction of this facility to improve the provision of public open space should be taken. A comprehensive tree planting program and street and sidewalk repairs are required to improve the residential environment of the sector.

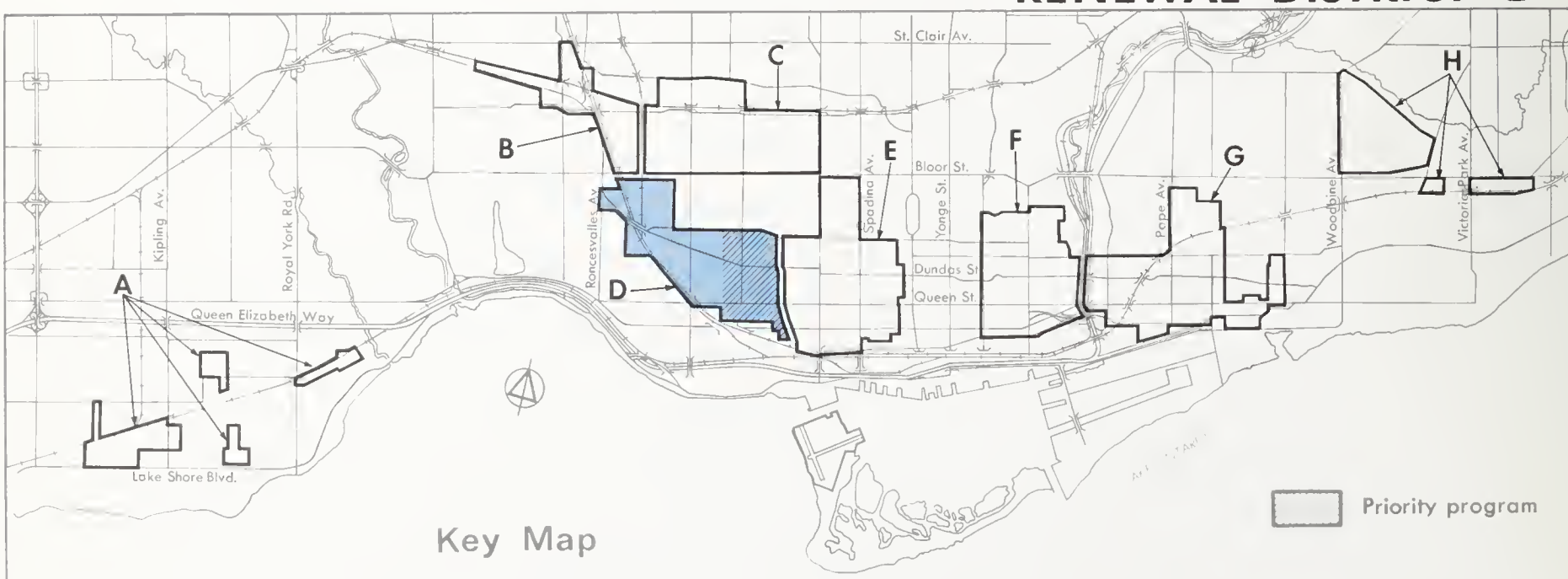
North of Dupont Street no new housing should be permitted and opportunities to redevelop existing housing in this area for non-residential uses should be encouraged as they arise.

The renewal treatment recommended for this sector will eliminate one of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses.

	Total District	
	Acres	Dwellings
TREATMENT AREAS		
Residential clearance	—	—
Residential spot clearance	695	9,460
Industrial spot clearance	—	—
Industrial maintenance	155	345
Special areas	—	—
Total	850	9,805
CONDITION OF HOUSING		
Dwellings in bad condition	135	2%
Dwellings in poor condition	435	4%
Dwellings in sound condition	9,235	94%
Total number of dwellings	9,805	100%
REHOUSING REQUIREMENTS		
Dwelling units cleared	255	
Dwelling units required for rehabilitation	140	
Total Acquisitions	395	
Dwelling units in industrial areas	340	
Estimated overcrowding	1,570	
Total rehousing requirements	2,305	
INDUSTRIAL ACQUISITIONS		
	30	
COMMERCIAL ACQUISITIONS		
	50	
REPLACEMENT HOUSING		
New dwelling units	330	
Rehabilitated dwelling units	125	
Total replacement	455	
Surplus/Deficiency of Replacements over Acquisitions	+ 60	
Surplus/Deficiency of Replacements over Rehousing Requirements	— 1,850	
COSTS		
Acquisition and clearance	\$9,200,000	
Public improvements	8,500,000	
Other	2,100,000	
Total Gross	19,800,000	
Recovery	400,000	
Total Net	19,400,000	

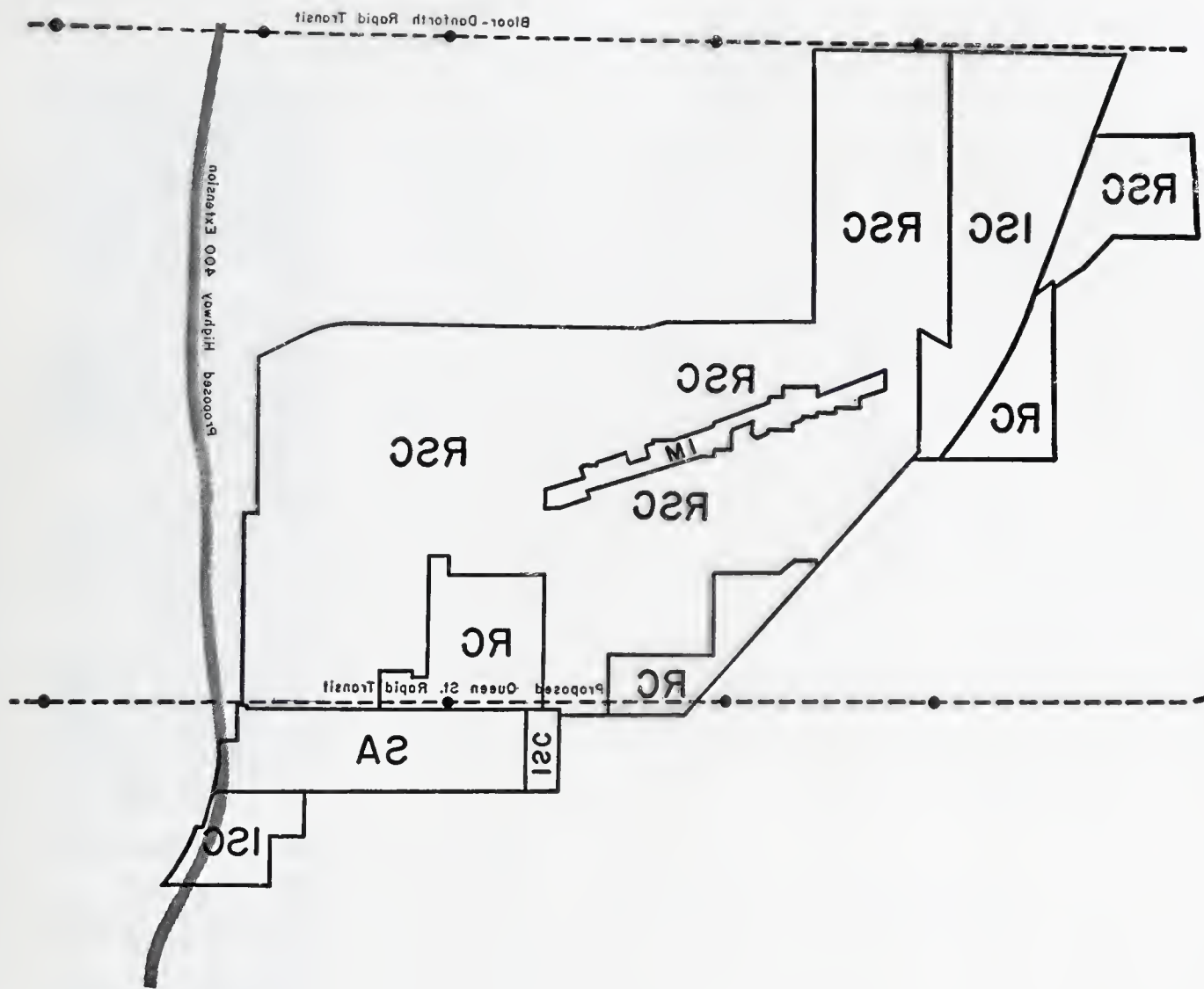


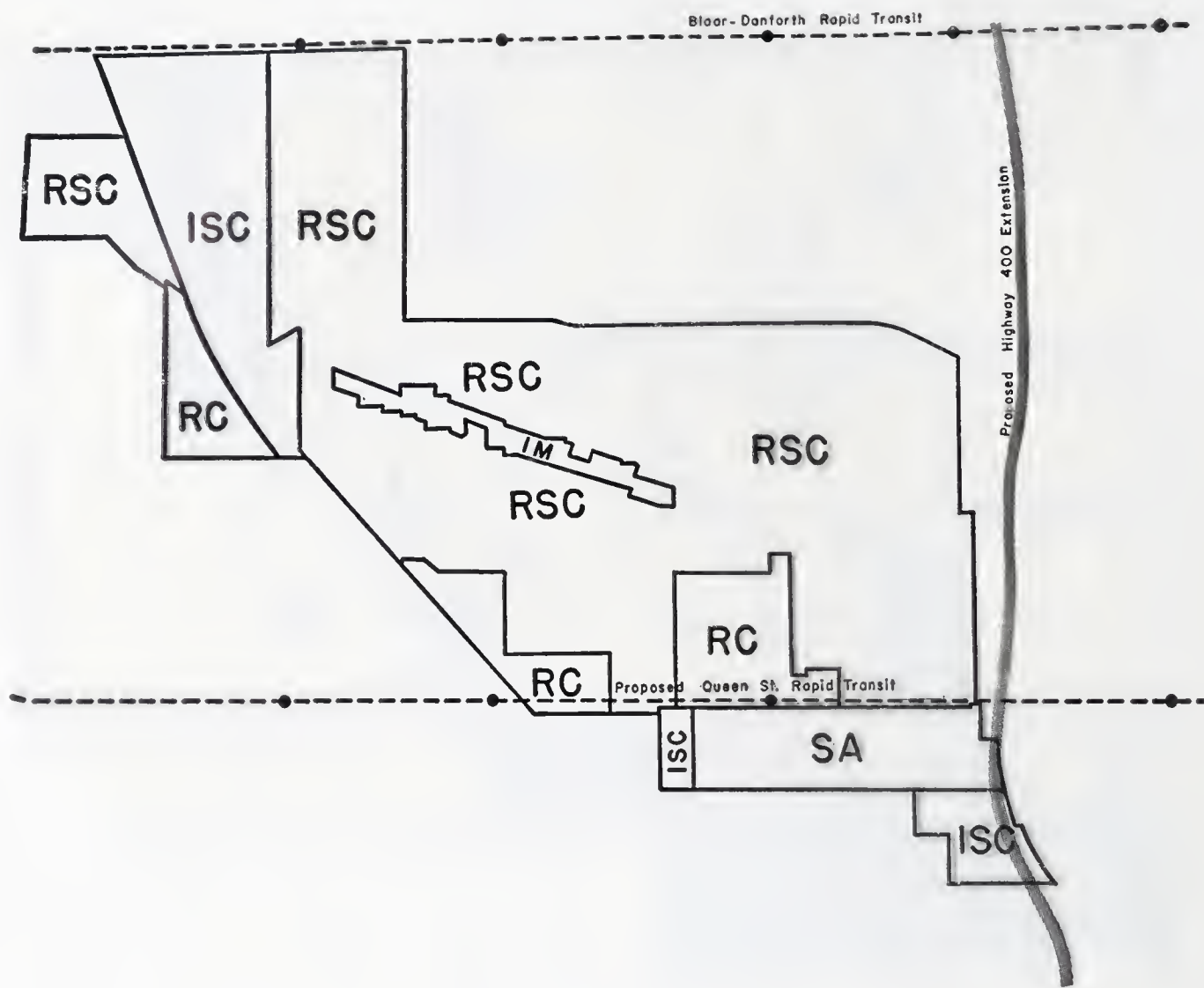
RENEWAL DISTRICT D



Recommended Treatment Program

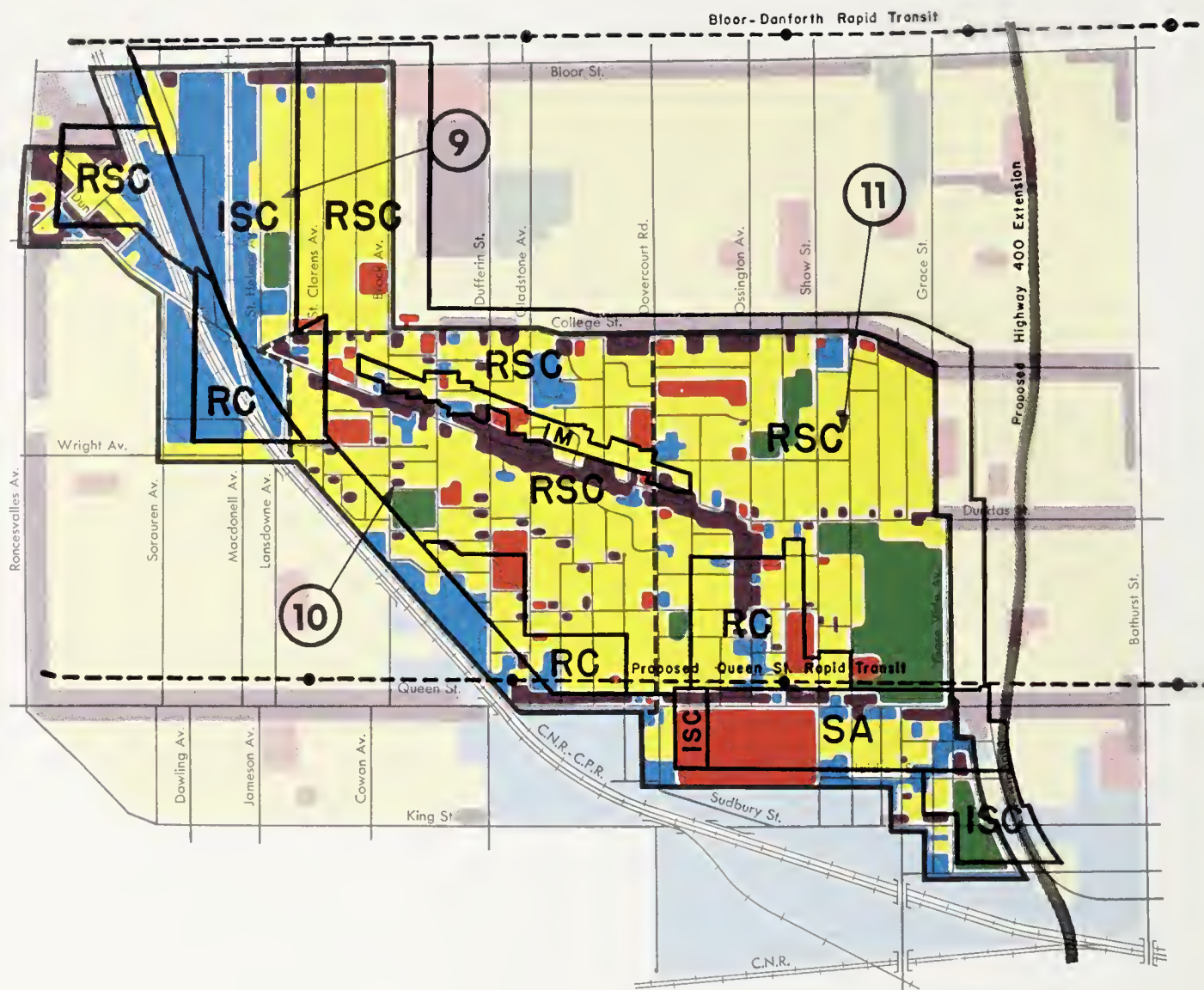
- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area





Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



Recommended Treatment Program

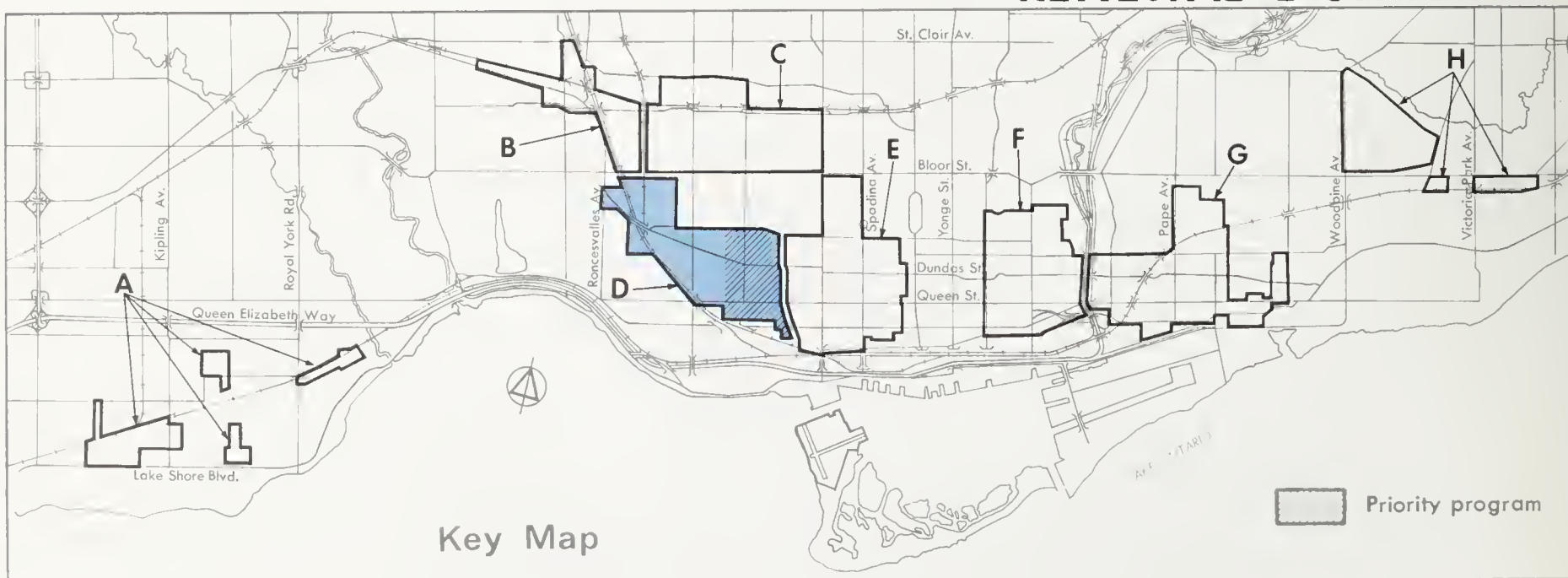
- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area

- Renewal Districts
- Renewal Sectors

Existing Land Use

- Residential
- Commercial
- Industrial
- Open Space
- Institutional

RENEWAL DISTRICT D



DISTRICT D

EXISTING CONDITIONS

This district lies between the CNR/CFR main lines and the proposed alignment of the Highway 409 Extension and includes two small areas west of the railway tracks. Almost ¾ of the total housing stock is deteriorated, and non-residential blight is extensive. West of the railway, at Dundas/Roncesvalles, a pocket of small housing is heavily infiltrated by small blighting industry. Another pocket further south, at Soranure/Wright, is predominantly industrial and contains a large TTC garage complex. A few of the industries are blighted and the TTC operation in this location is to be discontinued.

In the rest of the district the greatest concentrations of blighted or blighting industry are found at Queen/Dufferin and Queen/Ossington/Dovercourt. The rest of the district north of Queen Street is predominantly residential except for a stable industrial district west of St. Helen's Avenue which contains two small pockets of mostly-blighted housing, and a viable mixed commercial-industrial area at Dundas Street between Dovercourt and St. Clarens which contains little housing and which is generally compatible with surrounding residential development. Strip commercial development on Queen, Dundas, College and Ossington shows some structural deterioration and lack of adequate parking facilities.

In the residential areas, infiltration of incompatible industrial uses is widespread, contributing to the deterioration of the environment by virtue of their operations, traffic generation, use of local residential roads for access, and inadequate off-street parking. In addition, residential off-street parking is seriously deficient, the rear lanes being poorly organized and improperly used. Many streets and sidewalks also require repair. Public open spaces are inadequately distributed for optimum use and convenience.

South of Queen Street, the housing fronting to Dovercourt is badly located in a predominantly industrial area and is deteriorating. East of the Ontario Hospital, between Queen and Adelaide, residential development is poorly served by community facilities and is extensively blighted. This area will be substantially affected by the construction of Highway 409 Extension on its easterly edge. The Highway 409 Extension south of Adelaide through Stanley Park will provide, in the remnants of the park, large appropriate relocation sites for industry displaced from other areas. Housing south of Adelaide is largely blighted and cannot be provided with a reasonable residential environment to support its maintenance.

RECOMMENDED TREATMENT

Sector 9—The objectives of renewal treatment in this sector include the relocation of all lands west of the tracks to residential use and the elimination of incompatible uses from the residential and industrial areas east of the tracks.

To restore and maintain the residential environment west of the tracks north of Dundas Street, requires the clearance of all blighted and blighting industry and deteriorated commercial uses plus a few blighted dwellings, and the rehabilitation of a few more blighted houses, for residential re-use. South of Dundas Street, the entire area should be cleared of all uses when the TTC garage on Soranure Avenue becomes available for redevelopment; the land would accommodate approximately 700 dwelling units in apartments and row housing.

East of the tracks and west of St. Helen's Avenue all housing should be cleared for industrial re-use, together with blighted industry and deteriorated commercial uses. East of St. Helen's, the residential environment should be restored and maintained by the spot clearance of some 30 residential structures and rehabilitation of approximately 20 to the standard of the neighbourhood. All blighted and blighting industry and deteriorated commercial should also be removed for residential re-use, with commercial re-use and off-street parking where viable on the Bloor and College frontages. Neighbourhood off-street parking should be provided by reorganization and improvement of rear lanes. Streets and sidewalks should be repaired where required.

Sector 10—The treatment recommended for this sector recognizes the suitability of the commercial-industrial concentration along Dundas Street. No specific renewal action is required in this area.

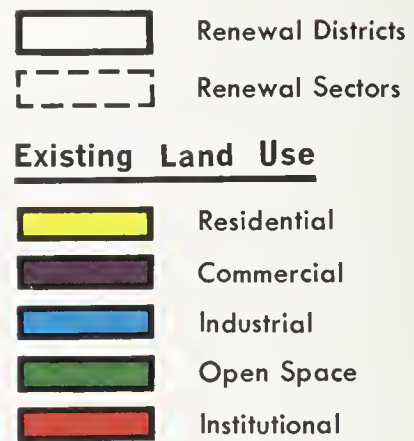
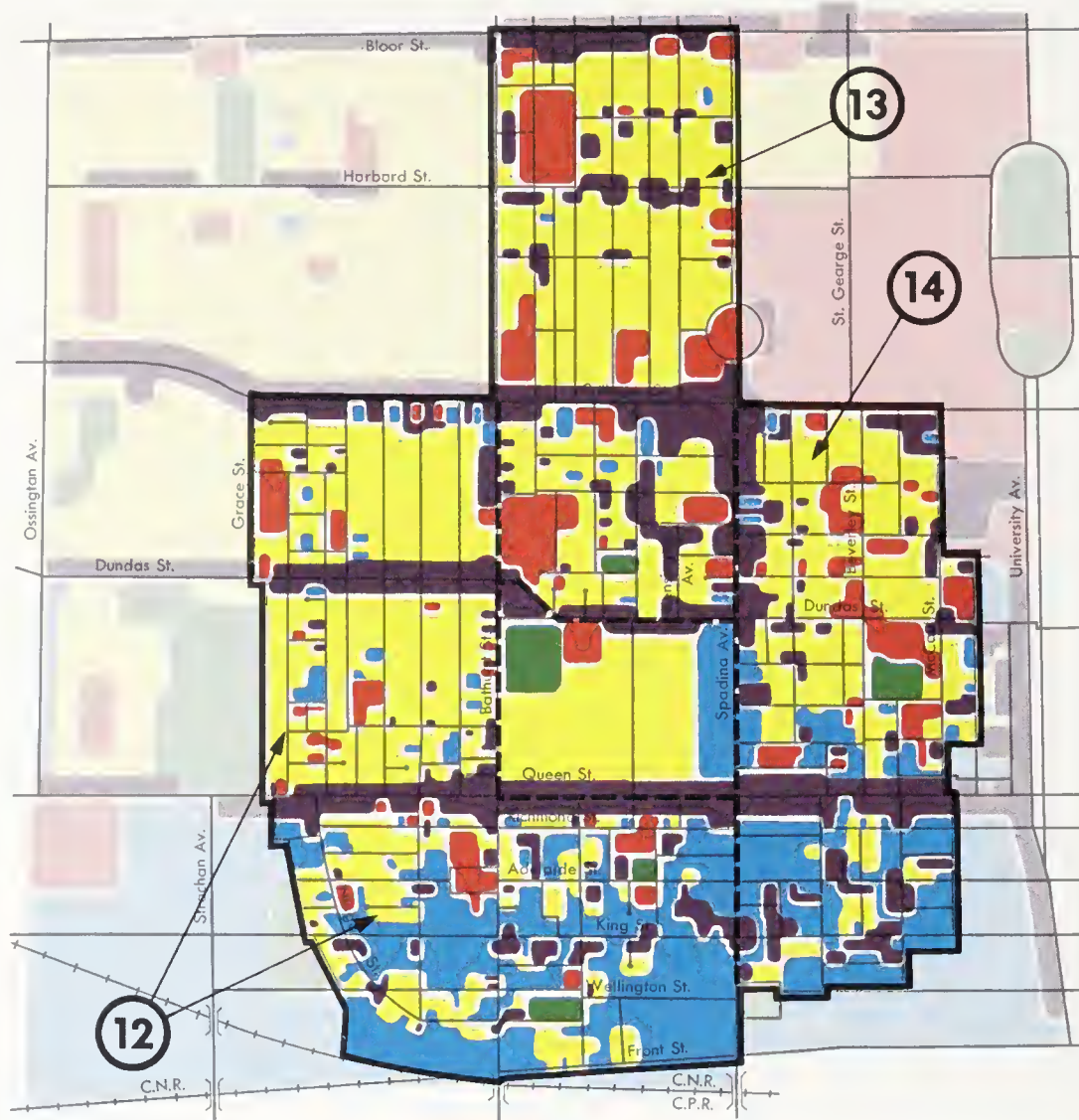
Total clearance of all uses west of Dufferin south of Florence, and east of Dufferin south of Peel (and its extension easterly to the waterfront) is recommended to provide for 800 new dwelling units (and its extension easterly to the waterfront) in the rest of the sector between College and Queen, spot clearance of about 350 blighted houses, rehabilitation of approximately 186 houses, and removal of all blighted and blighting industry and deteriorated commercial uses for residential re-use is recommended. On the east side of Queen and College commercial redevelopment and rehabilitation, including the provision of required off-street parking facilities, is recommended in viable commercial areas. Rear lanes should be reorganized and improved to provide neighbourhood off-street parking; and street, sidewalk and sewer improvements will be required.

Sector 11—The area between Dovercourt and Ossington, south of Foxley Street, together with the entire Ossington industrial area, is recommended for complete clearance and replacement with up to 1,000 new dwelling units in apartments and row housing. In the rest of the sector between Queen and College, it is necessary only to provide for a spot clearance program to remove approximately 130 blighted dwellings, rehabilitate some 130 additional structures to the standard of the neighbourhood, make street, sidewalk and sewer improvements where required, and make neighbourhood off-street parking available by the reorganization and improvement of rear lanes.

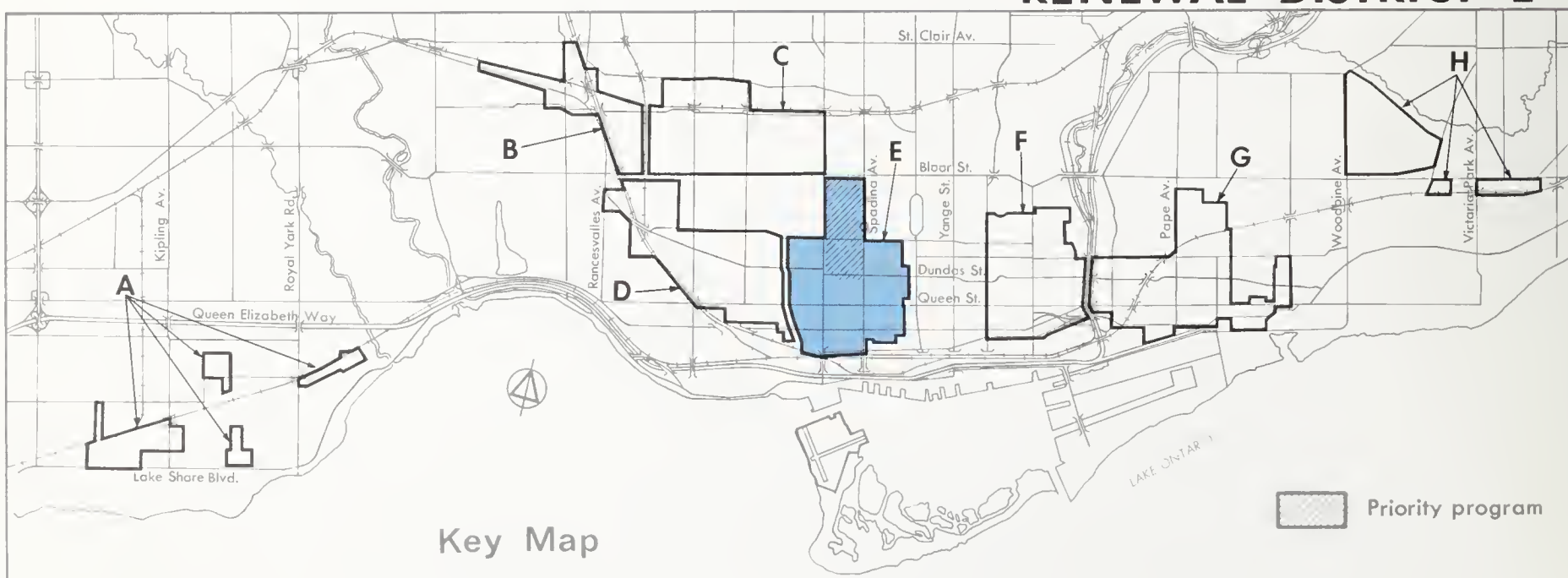
South of Queen Street, existing dwellings fronting on Dovercourt Road should be cleared and the lands used for non-residential purposes. In the area east of the Ontario Hospital and south of Adelaide Street, including the redevelopment for industrial use of any lands which remain in Stanley Park after the construction of the Highway 409 Extension. East of the Ontario Hospital, between Queen and Adelaide, no immediate renewal action is recommended pending finalization of the plans for the Highway 409 Extension, when it will be possible to determine if this mixed neighbourhood of some 250 dwellings should be entirely converted to non-residential use or be cleared of existing blighted and blighting uses in an attempt to restore its residential stability and to create a sound environment.

The renewal treatment recommended for this sector will eliminate one of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses

TREATMENT AREAS	Total District		Priority Sector	
	Acres	Dwellings	Acres	Dwellings
Residential clearance	75	700	30	535
Residential spot clearance	57.5	7,265	24.5	2,120
Industrial spot clearance	95	290	20	130
Industrial maintenance	15	—	—	—
Special areas	20	250	20	250
Total	780	8,505	315	3,035
CONDITION OF HOUSING				
Dwellings in bad condition	580	7%	290	10%
Dwellings in poor condition	1,530	18%	525	17%
Dwellings in sound condition	6,395	75%	2,220	73%
Total number of dwellings	8,505	100%	3,035	100%
REHOUSING REQUIREMENTS				
Dwelling units cleared	1,710		820	
Dwelling units acquired for rehabilitation	470		155	
Total Acquisitions	2,180		975	
Dwelling units in industrial areas	—		—	
Estimated overcrowding	1,350		485	
Total rehousing requirements	3,530		1,460	
INDUSTRIAL ACQUISITIONS				
	140		90	
COMMERCIAL ACQUISITIONS				
	100		65	
REPLACEMENT HOUSING				
New dwelling units	3,285		1,175	
Rehabilitated dwelling units	345		130	
Total replacement	3,630		1,305	
Surplus/Deficiency of Replacements over Acquisitions	+ 1,450		+ 330	
Surplus/Deficiency of Replacements over Rehousing Requirements	+ 100		— 155	
COSTS				
Acquisition and clearance	\$36,800,000		\$20,300,000	
Public improvements	8,400,000		3,400,000	
Other	6,900,000		3,800,000	
Total Gross	52,100,000		27,500,000	
Recovery	3,800,000		1,500,000	
Total Net	48,300,000		26,000,000	



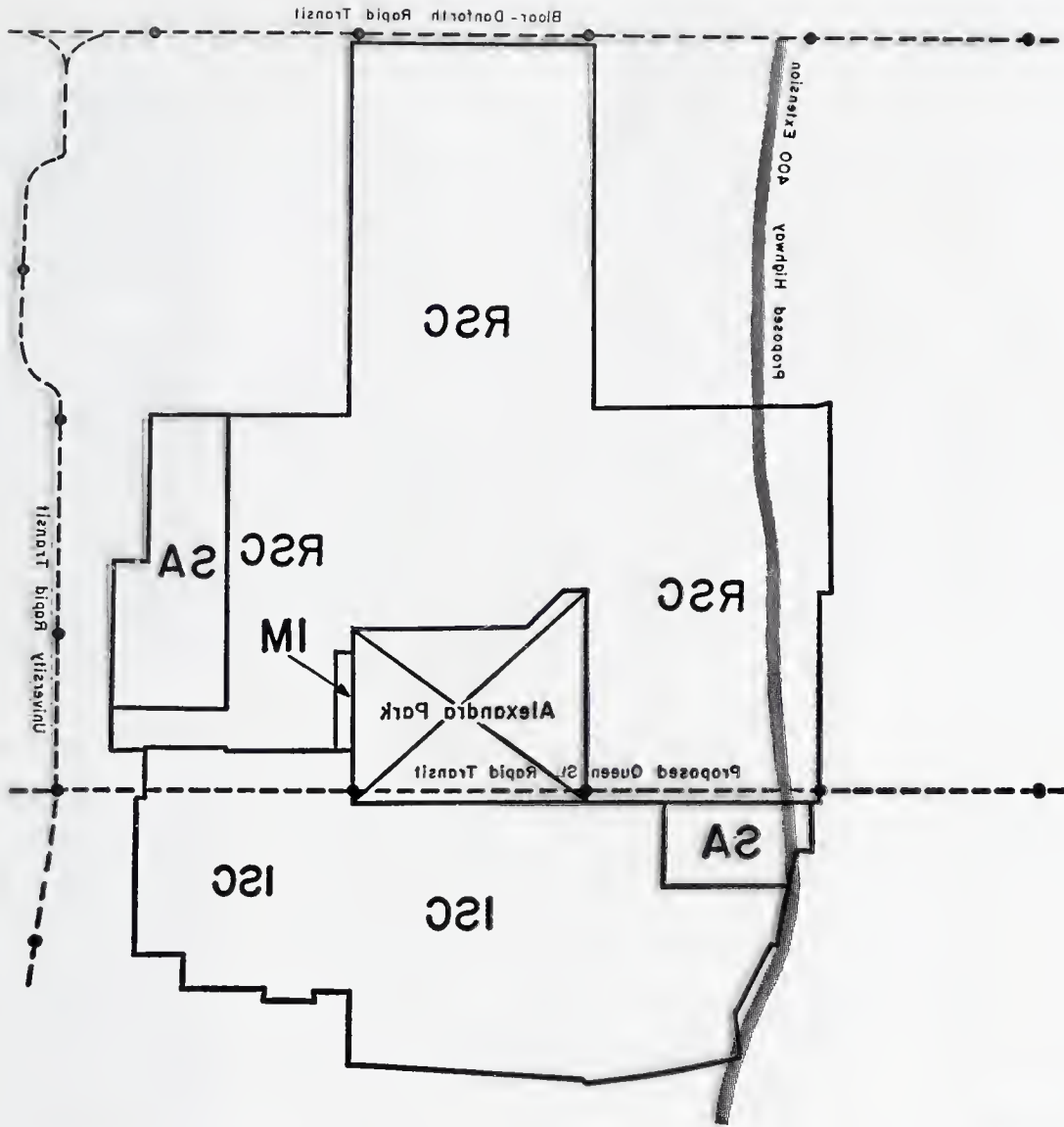
RENEWAL DISTRICT E

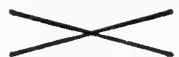
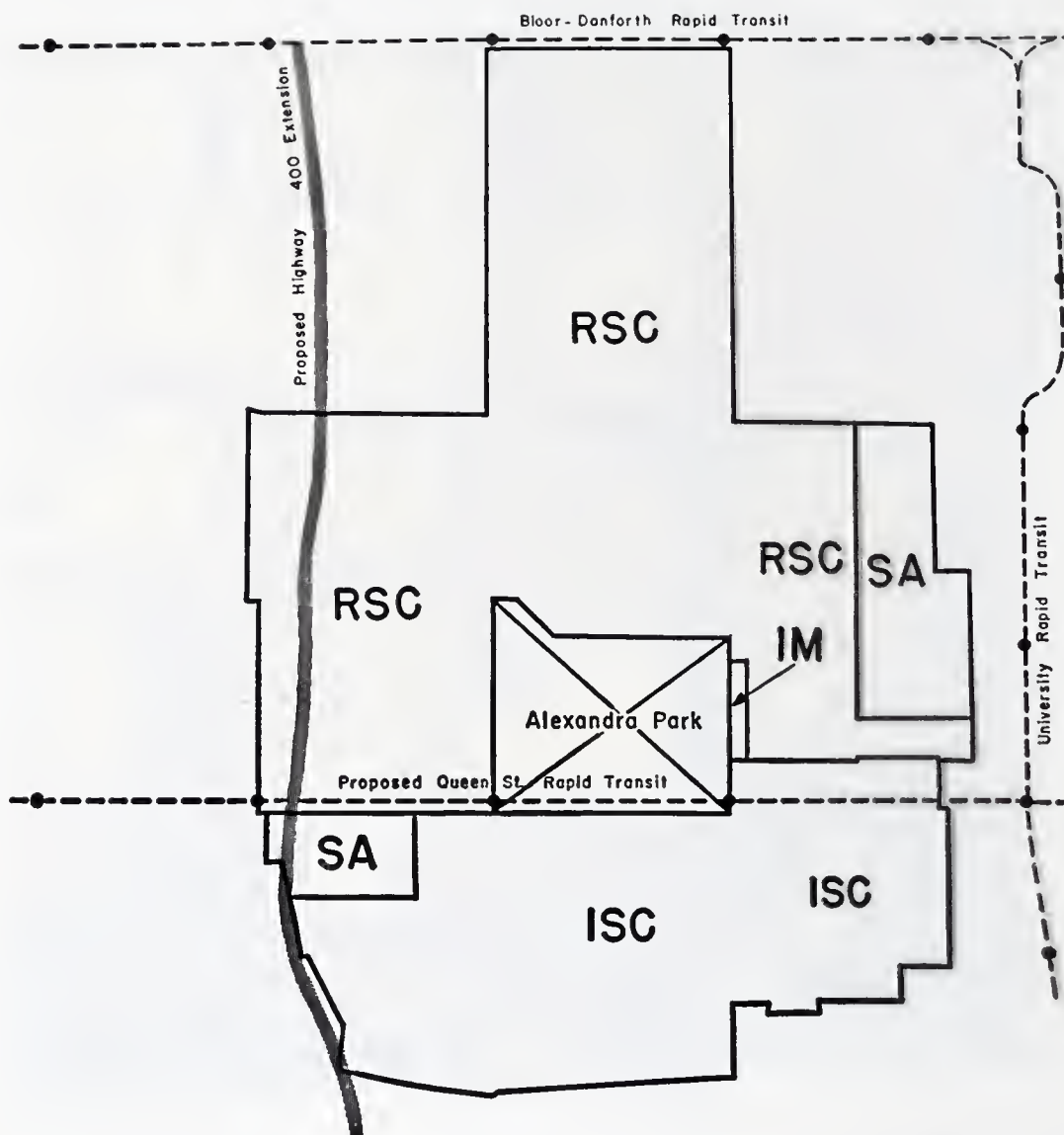


Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area

Excluded Sectors

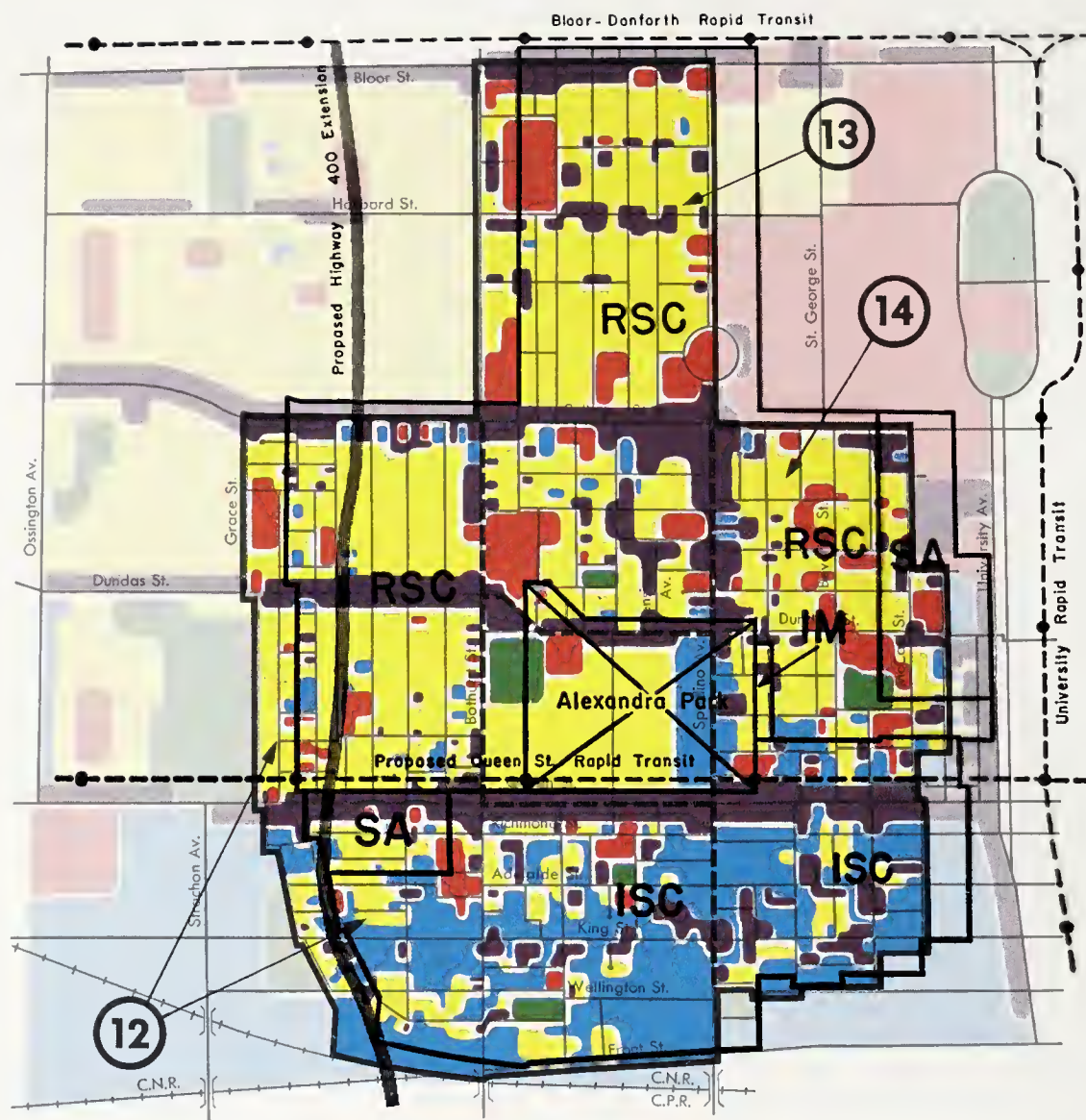




Excluded Sectors

Recommended Treatment Program

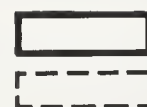
- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



Excluded Sectors

Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



Renewal Districts



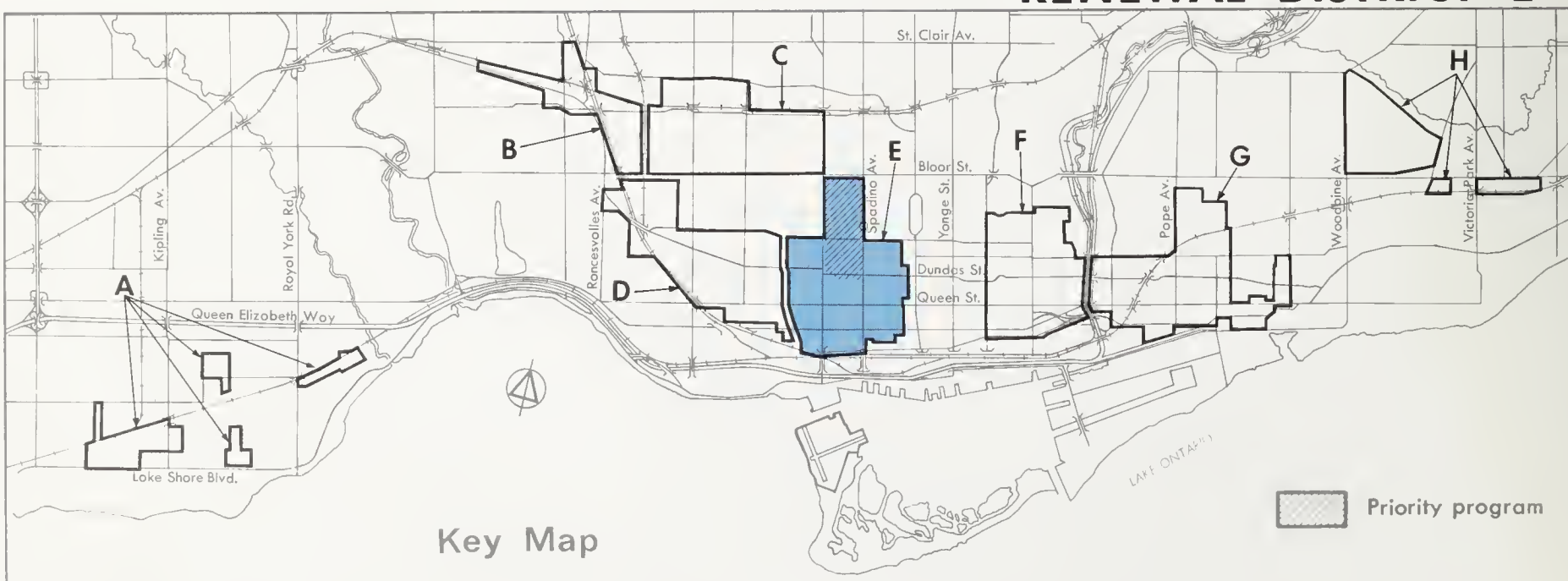
Renewal Sectors

Existing Land Use



- Residential
- Commercial
- Industrial
- Open Space
- Institutional

RENEWAL DISTRICT E



DISTRICT E

EXISTING CONDITIONS

Sector E is located on the near west side between downtown Toronto and the proposed alignment of the Highway 400 Extension. It is the most extensively blighted area identified in the Study. Almost 35% of the total existing housing stock is deteriorated to some degree and non-residential blight is extensive. The only large concentration of blight was located in the centre of the sector in the Alexander Park residential area where the deteriorated housing is being removed. Remaining blight is scattered throughout the sector.

The residential neighbourhoods are characterized by a high incidence of deteriorated and obsolete housing on small lots with a heavy mixture of incompatible blighted or blighting non-residential uses, inadequate off-street parking, poor sidewalk repair, improperly used rear lanes lined with dilapidated structures, and deficient public open spaces. Existing retail commercial strips are extensively deteriorated and contain many obsolete structures and vacant stores. The industrial areas consist of some blighted industries and about 12% of the district's total housing, over 95% of which is blighted.

The district also contains a variety of special uses consistent with its location near downtown. The Western Hospital complex, the Kensington market, the Grace-College Italian market, the Spadina garment industry, the Ontario Art Gallery and College, the Provincial Institute of Trades, and the University of Toronto campus to the north and east, reflect important expanding urban activities requiring spatial reorganization and new facilities, and competing for available land with existing housing and industry and to some degree with each other.

RECOMMENDED TREATMENT

Sector 12—The objectives governing the renewal treatment recommended for this sector are, in general terms, the restoration and maintenance of the residential environment north of Queen Street and reurbanization of the area south of Queen as a viable industrial area. If Highway 400 is extended south on the Walnut Avenue alignment, involving an interchange at Adelaide/Ridmond, the area between Queen and Adelaide, west of Tecumseh, should be redeveloped for industrial use; however if it is ultimately decided to construct the expressway on an alignment further west it may be feasible to renew this area for residential use, taking advantage of its excellent location with respect to employment and transportation. Renewal of this section should be left in abeyance until the road plans have been resolved and the feasibility of either residential or non-residential use given further study. For the rest of the area south of Queen Street, treatment should consist of the clearance of all housing from this unsatisfactory environment, and the removal of blighted industry and deteriorated commercial uses for non-residential re-use.

North of Queen Street, treatment should consist of a program of spot clearance of about 256 blighted dwellings and rehabilitation of some 119 additional residential buildings to the standard of the neighbourhood. All blighted and blighting industry and deteriorated commercial uses should be cleared for residential re-use or commercial re-use (including off-street parking) in viable locations on the College, Dundas and Queen frontages. Special consideration should be given to the preparation of a plan for the protection and growth of the Italian market centred on Dundas and Grace, and to the reorganization of streets and land uses consequent upon the construction of the Highway 400 Extension down the westerly side of the sector. Neighbourhood off-street parking should be provided by reorganization and improvement of rear lanes. Some street, sidewalk and sewer improvements will be required.

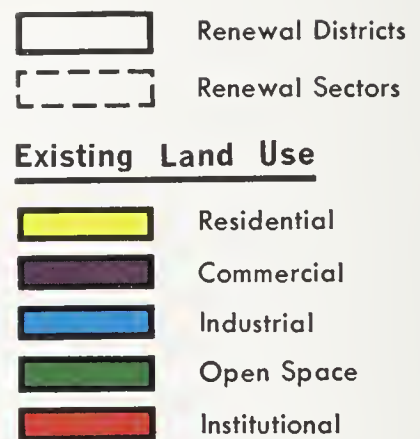
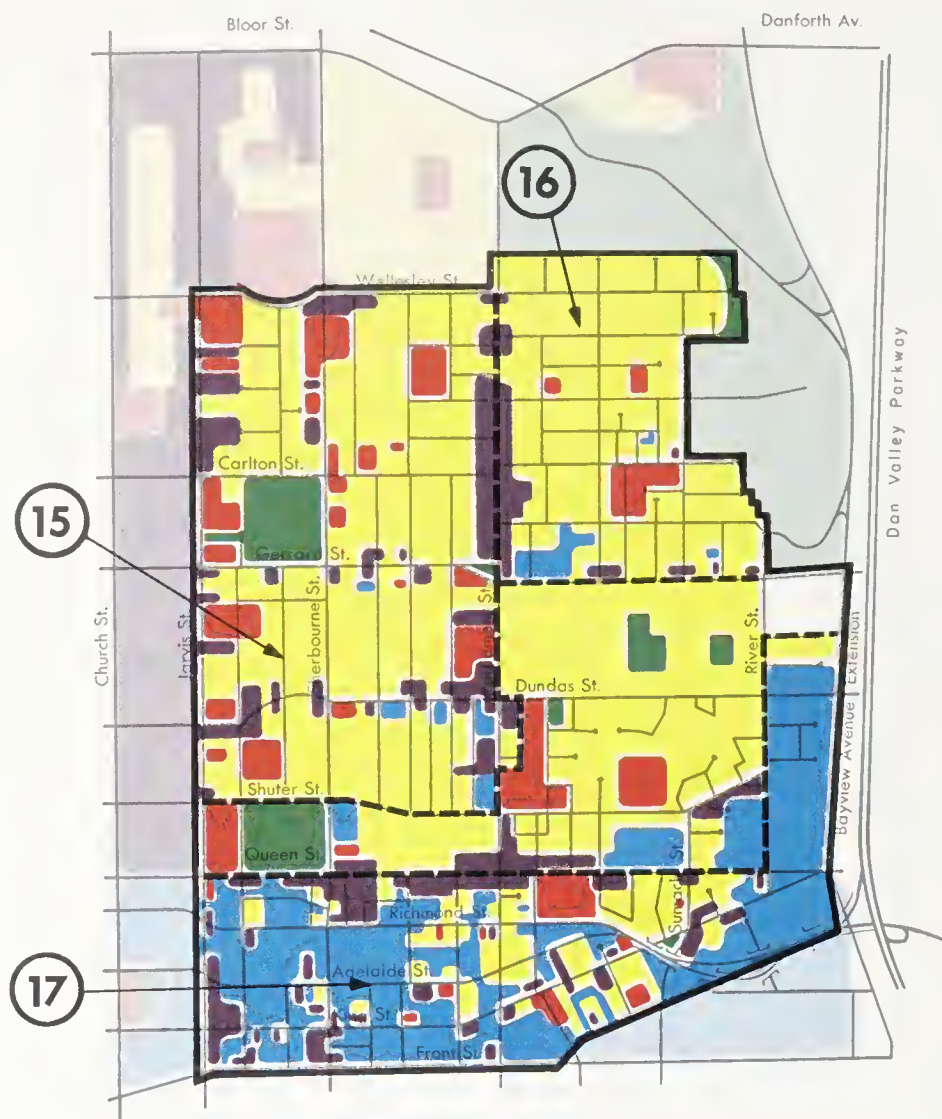
The renewal treatment recommended for this sector will eliminate 4 of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses.

Sector 13—The treatment recommended for this sector consists of spot clearance of about 420 houses and rehabilitation of an additional 116 to the standard of the neighbourhood. All blighted and blighting industry and deteriorated commercial uses should also be cleared. Re-use should be primarily for residential purposes except where commercial redevelopment is viable and feasible on Bloor, College, Dundas and Spadina. Special emphasis should be placed on the reorganization and rehabilitation of the Kensington Market and the provision of off-street parking facilities. Additional public open space should be provided and rear lanes reorganized and improved to provide neighbourhood off-street parking. In the area between College and Dundas consideration should also be given to the land requirements of the Western Hospital, Provincial Institute of Trades, and the Kensington Market for expansion. Street, sidewalk and sewer improvements will be required.

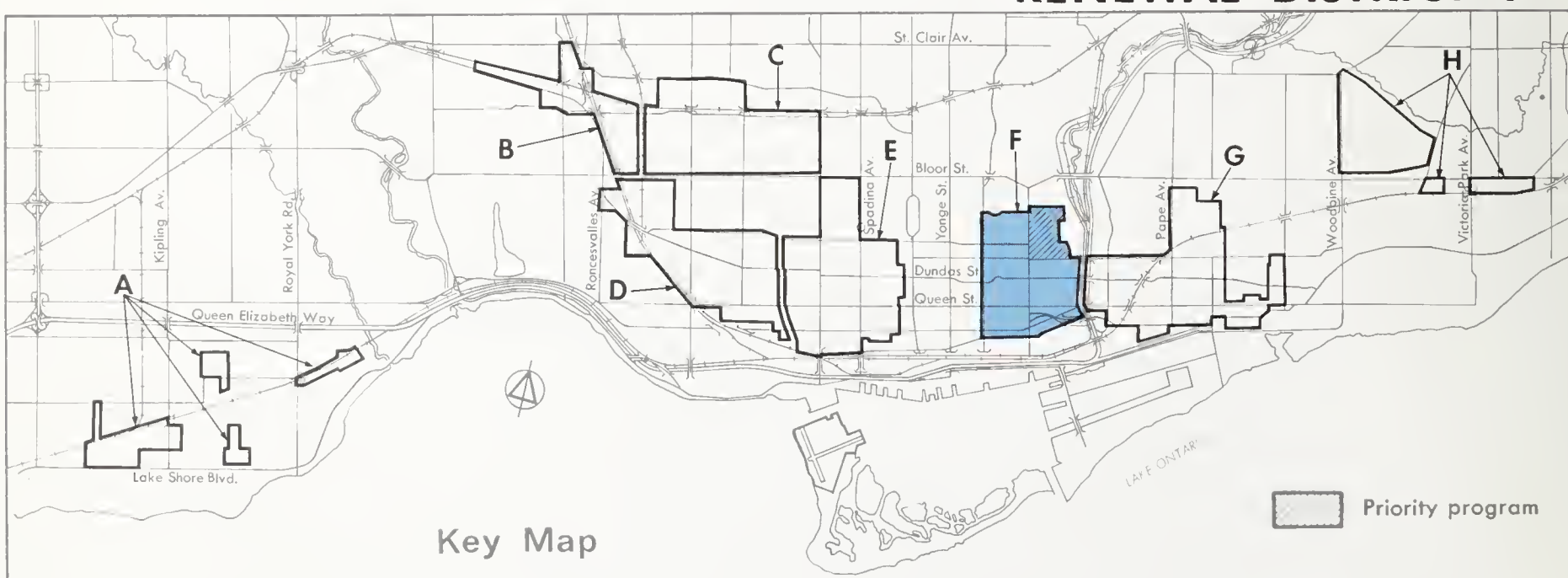
Sector 14—In this sector it is recommended that the area east of Beverly Street and north of Grange Avenue be left in abeyance pending determination of the land requirements of the University of Toronto, Ontario Art Gallery and Ontario College of Art. For the rest of the sector north of Phoebe and Stephanie Streets and their extension easterly to St. Patrick Street, a program of spot clearance is recommended to remove some 210 blighted houses plus the rehabilitation of another 74. All blighted and blighting industry and all deteriorated commercial structures should be removed for residential re-use, except where commercial redevelopment is viable and feasible on College, Dundas and Spadina. Additional public open space is required in this area as well. On the Spadina frontage existing industry should be retained roughly from Grange Avenue south. Rear lanes should be reorganized and improved to provide neighbourhood off-street parking. Street, sidewalk and sewer improvements will be required.

South of the Phoebe/Stephanie alignment the sector is predominantly industrial. Here all housing should be cleared for non-residential re-use. All blighted industry and deteriorated commercial uses should also be cleared for industrial re-use. New off-street parking facilities should be provided on cleared land. The viability of the Queen Street commercial area will require further study to determine an appropriate course to be followed in its specific renewal.

TREATMENT AREAS	Total District		Priority Sector	
	Acres	Dwellings	Acres	Dwellings
Residential clearance	—	—	—	—
Residential spot clearance	480	6,620	225	2,925
Industrial spot clearance	245	790	—	—
Industrial maintenance	5	—	—	—
Special areas	70	725	—	—
Total	800	8,135	225	2,925
CONDITION OF HOUSING				
Dwellings in bad condition	1,120	14%	300	10%
Dwellings in poor condition	1,655	20%	475	16%
Dwellings in sound condition	5,360	66%	2,150	74%
Total number of dwellings	8,135	100%	2,925	100%
REHOUSING REQUIREMENTS				
Dwelling units cleared	1,975		450	
Dwelling units acquired for rehabilitation	415		160	
Total Acquisitions	2,390		610	
Dwelling units in industrial areas	—		—	
Estimated overcrowding	1,950		700	
Total rehousing requirements	4,340		1,310	
INDUSTRIAL ACQUISITIONS				
	265		100	
COMMERCIAL ACQUISITIONS				
	85		30	
REPLACEMENT HOUSING				
New dwelling units	1,330		480	
Rehabilitated dwelling units	310		115	
Total replacement	1,640		595	
Surplus/Deficiency of Replacements over Acquisitions	— 750		— 15	
Surplus/Deficiency of Replacements over Rehousing Requirements	— 2,700		— 715	
COSTS				
Acquisition and clearance	\$50,000,000		\$15,000,000	
Public improvements	8,700,000		2,200,000	
Other	9,300,000		2,900,000	
Total Gross	68,000,000		20,100,000	
Recovery	3,800,000		500,000	
Total Net	64,200,000		19,600,000	



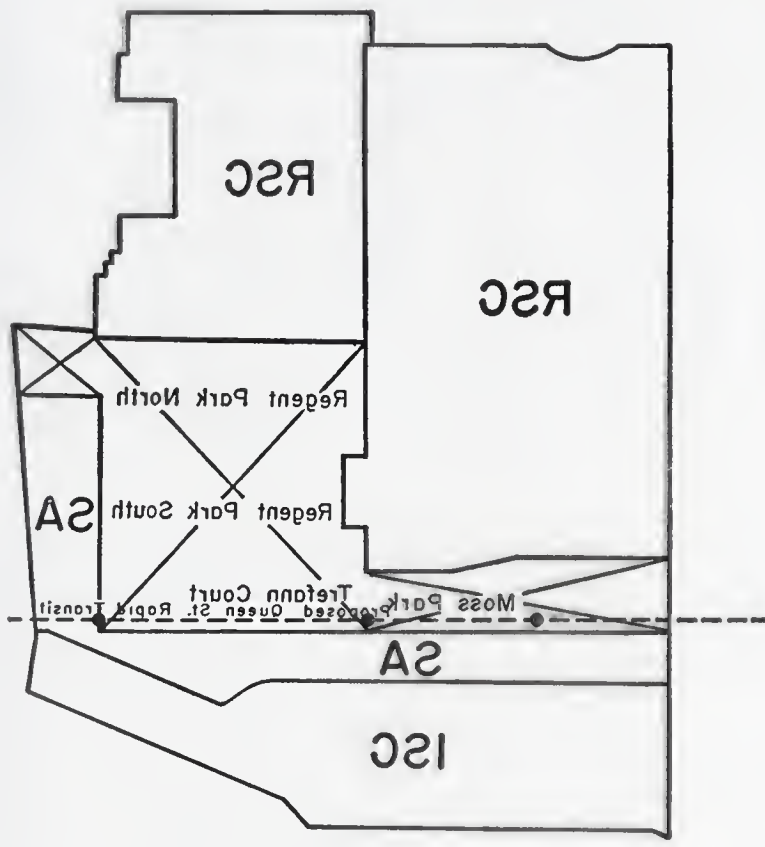
RENEWAL DISTRICT F



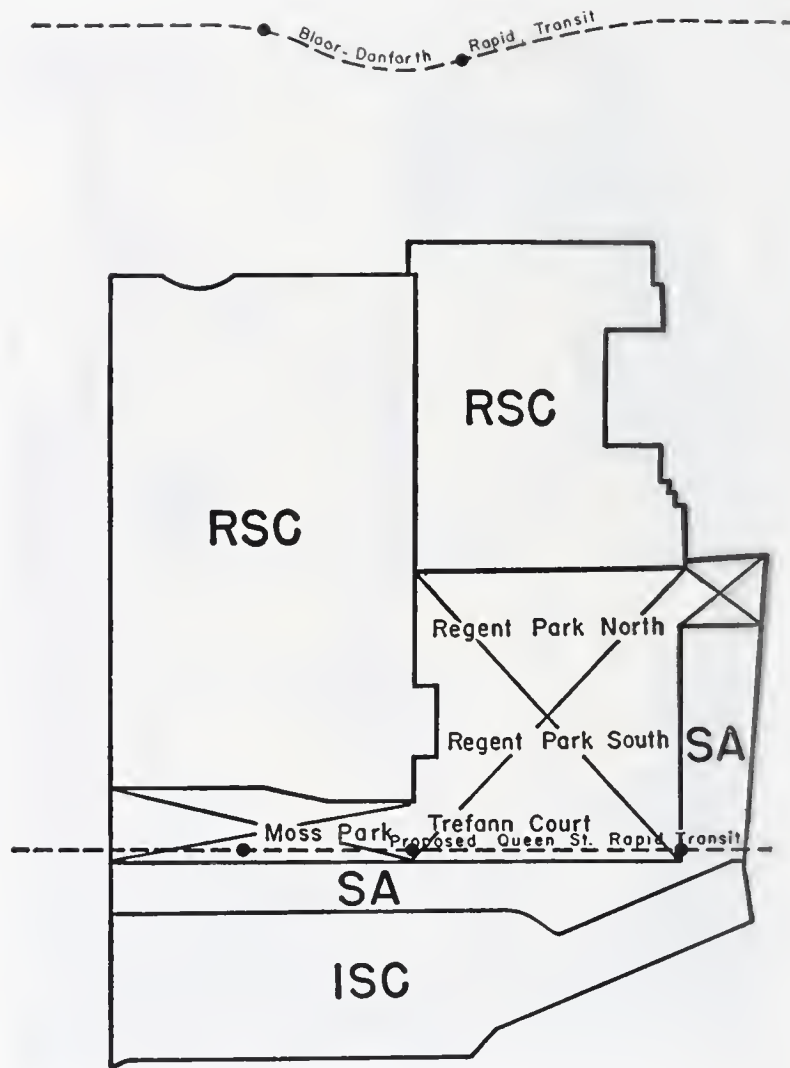
Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area

Excluded Sectors



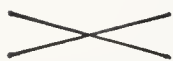
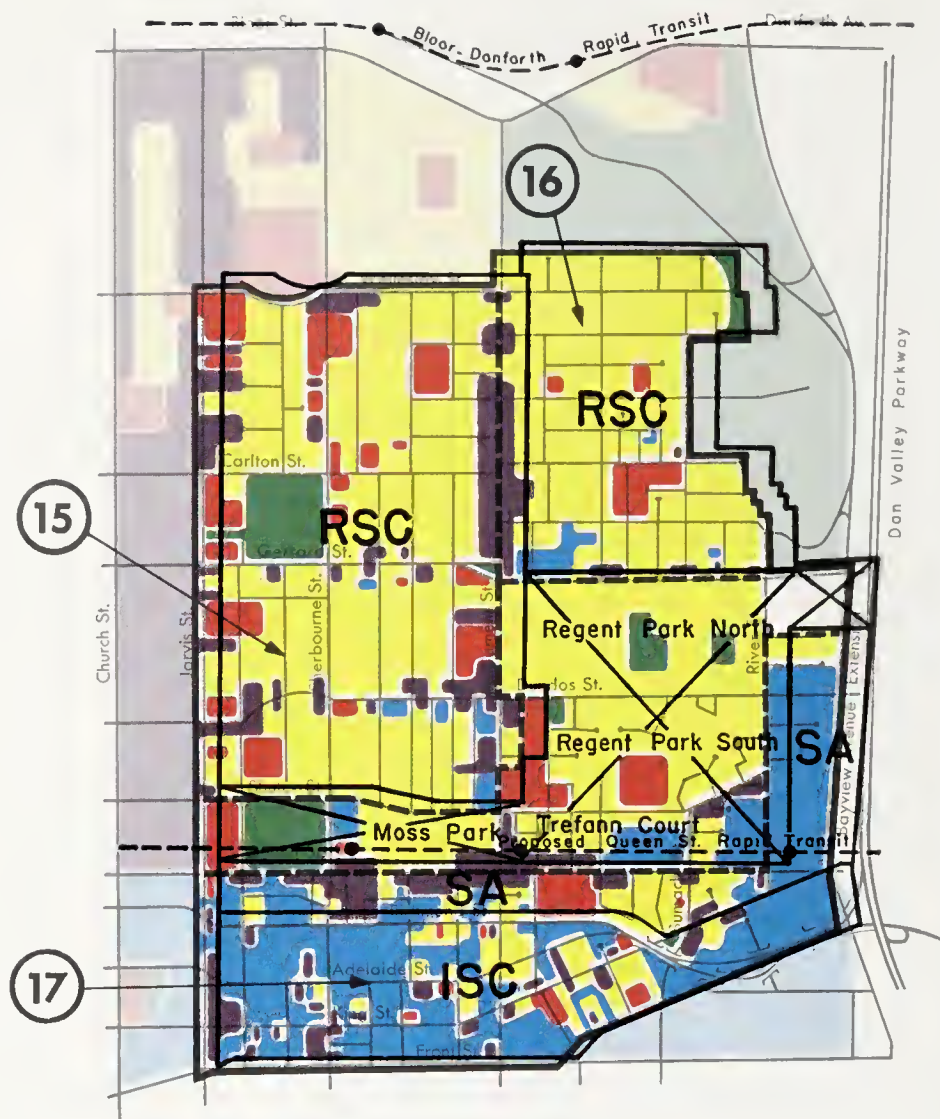
Robt. Transit
Bloor-Danforth



Excluded Sectors

Recommended Treatment Program

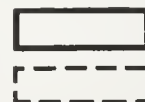
- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



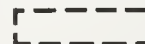
Excluded Sectors

Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



Renewal Districts



Renewal Sectors

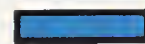
Existing Land Use



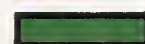
Residential



Commercial



Industrial

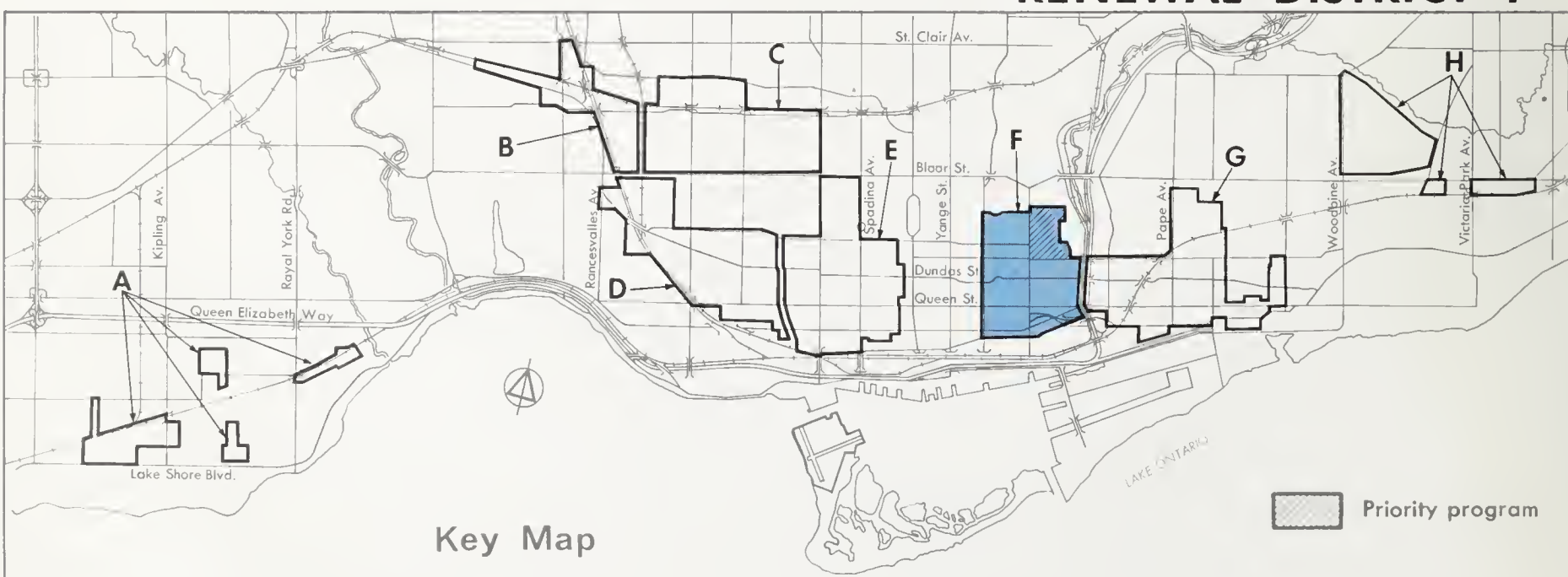


Open Space



Institutional

RENEWAL DISTRICT F



Key Map



Priority program

DISTRICT F

EXISTING CONDITIONS

The district lies between Jarvis Street and the Don River directly east of downtown and includes the section where most public redevelopment activity to date has taken place. Excluding areas of public housing, the sector contains about 6,700 dwelling units almost 40% of which is blighted. Over 10% of the sector's dwelling units and 30% of its blighted housing are located south of Queen Street.

In the predominantly residential area north of Queen, incompatible non-residential uses have infiltrated extensively and exert a strong blighting influence. Rooming houses are common, exterior maintenance is average to poor, and there has been very little new private residential construction or rehabilitation. Parking is inadequate, especially near Riverdale Zoo. Public open spaces also are inadequate. The area contains many public and semi-public welfare institutions attracting a transient population.

South of Queen Street, industrial uses predominate at the present time, many of them blighted.

The existing street pattern of small blocks and narrow or incomplete roads is obsolete. Extensive repair is also required. Off-street parking facilities are poor and inadequate and community facilities are generally lacking, except for shopping. Commercial deterioration is extensive, with many vacant stores.

The area is conveniently located relative to downtown Toronto, and has good road access and public transportation. Several buildings of historical or architectural interest are also located in the sector.

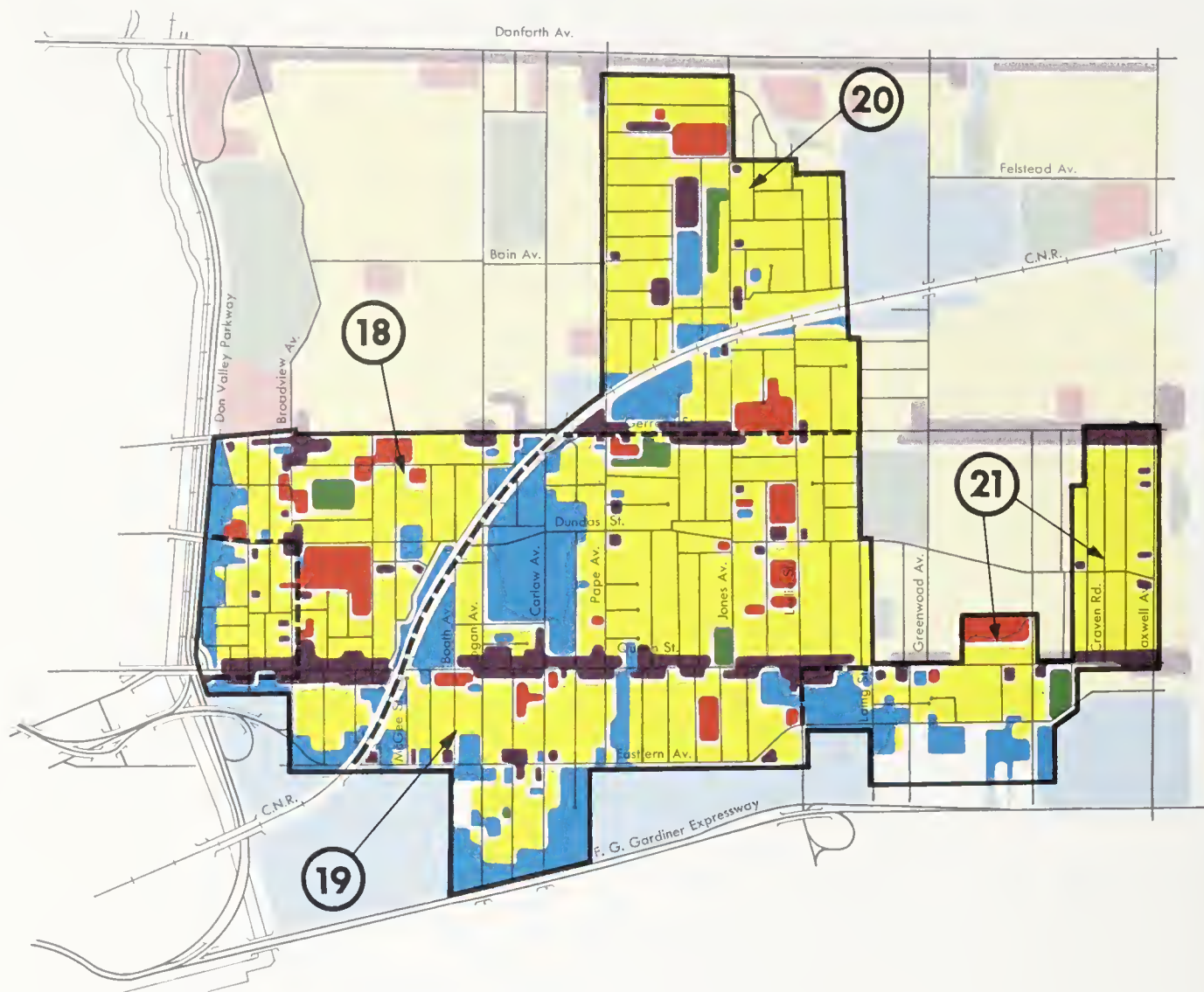
RECOMMENDED TREATMENT

Sector 15—The main objective of renewal treatment in this sector is the restoration and maintenance of a sound residential environment. A program of spot clearance is recommended to remove about 240 blighted houses, all blighted and blighting industry and all deteriorated commercial uses, for residential re-use and such commercial re-use as may be viable in existing commercial areas of the sector. The rehabilitation of approximately another 120 houses is also recommended. New public open spaces should be provided, and extensive street, sidewalk and sewer improvements will be required. Rear lanes should be redeveloped to provide neighbourhood off-street parking.

Sector 16—The objectives and recommendations for renewal treatment in this sector are the same as for Sector 15. About 207 blighted houses should be cleared and a further 106 rehabilitated. Special consideration should be given to the provision of parking near the Riverdale Zoo.

Sector 17—The sector is predominantly industrial, but in view of the current public renewal programs north of Queen Street and evidence of private renewal activity east of River Street it is recommended that the removal of those parts of the sector east of River Street and south of Queen to Richmond/King be left in abeyance pending further study to determine the feasibility and desirability of introducing moderate rental non-family "blowtown" housing or institutional uses to complement the existing development north of Queen and west of River Street. South of Richmond and King, all housing should be cleared for industrial re-use, including the provision of off-street parking facilities, and all blighted industry and deteriorated commercial uses should be removed.

TREATMENT AREAS	Total District		Priority Sector	
	Acres	Dwellings	Acres	Dwellings
Residential clearance	—	—	—	—
Residential spot clearance	335	6,010	110	2,600
Industrial spot clearance	125	160	—	—
Industrial maintenance	—	—	—	—
Special areas	50	545	—	—
Total	510	6,715	110	2,600
CONDITION OF HOUSING				
Dwellings in bad condition	975	15%	210	8%
Dwellings in poor condition	1,615	24%	675	26%
Dwellings in sound condition	4,125	61%	1,715	66%
Total number of dwellings	6,715	100%	2,600	100%
REHOUSING REQUIREMENTS				
Dwelling units cleared	1,275		435	
Dwelling units required for rehabilitation	475		220	
Total Acquisitions	1,750		655	
Dwelling units in industrial areas	—		—	
Estimated overcrowding	800		310	
Total rehousing requirements	2,550		965	
INDUSTRIAL ACQUISITIONS	100		20	
COMMERCIAL ACQUISITIONS	25		5	
REPLACEMENT HOUSING				
New dwelling units	670		310	
Rehabilitated dwelling units	230		105	
Total replacement	900		415	
Surplus/Deficiency of Replacements over Acquisitions	— 850		— 240	
Surplus/Deficiency of Replacements over Rehousing Requirements	— 1,650		— 550	
COSTS				
Acquisition and clearance	\$19,300,000		\$6,000,000	
Public improvements	5,400,000		1,200,000	
Other	3,800,000		1,200,000	
Total Gross	28,500,000		8,400,000	
Recovery	800,000		300,000	
Total Net	27,700,000		8,100,000	



- Renewal Districts
- Renewal Sectors

Existing Land Use

- Residential
- Commercial
- Industrial
- Open Space
- Institutional

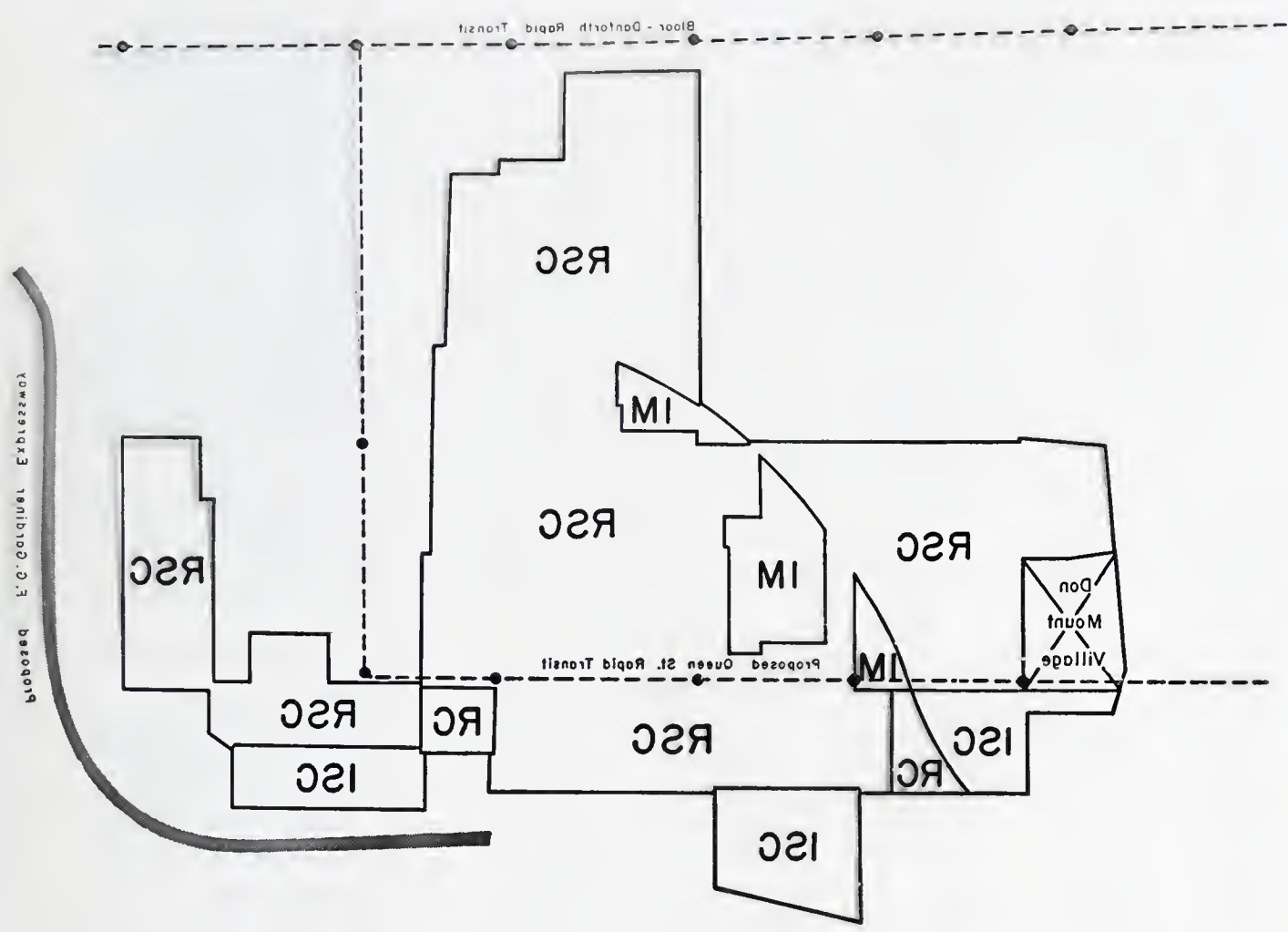
RENEWAL DISTRICT G



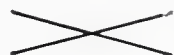
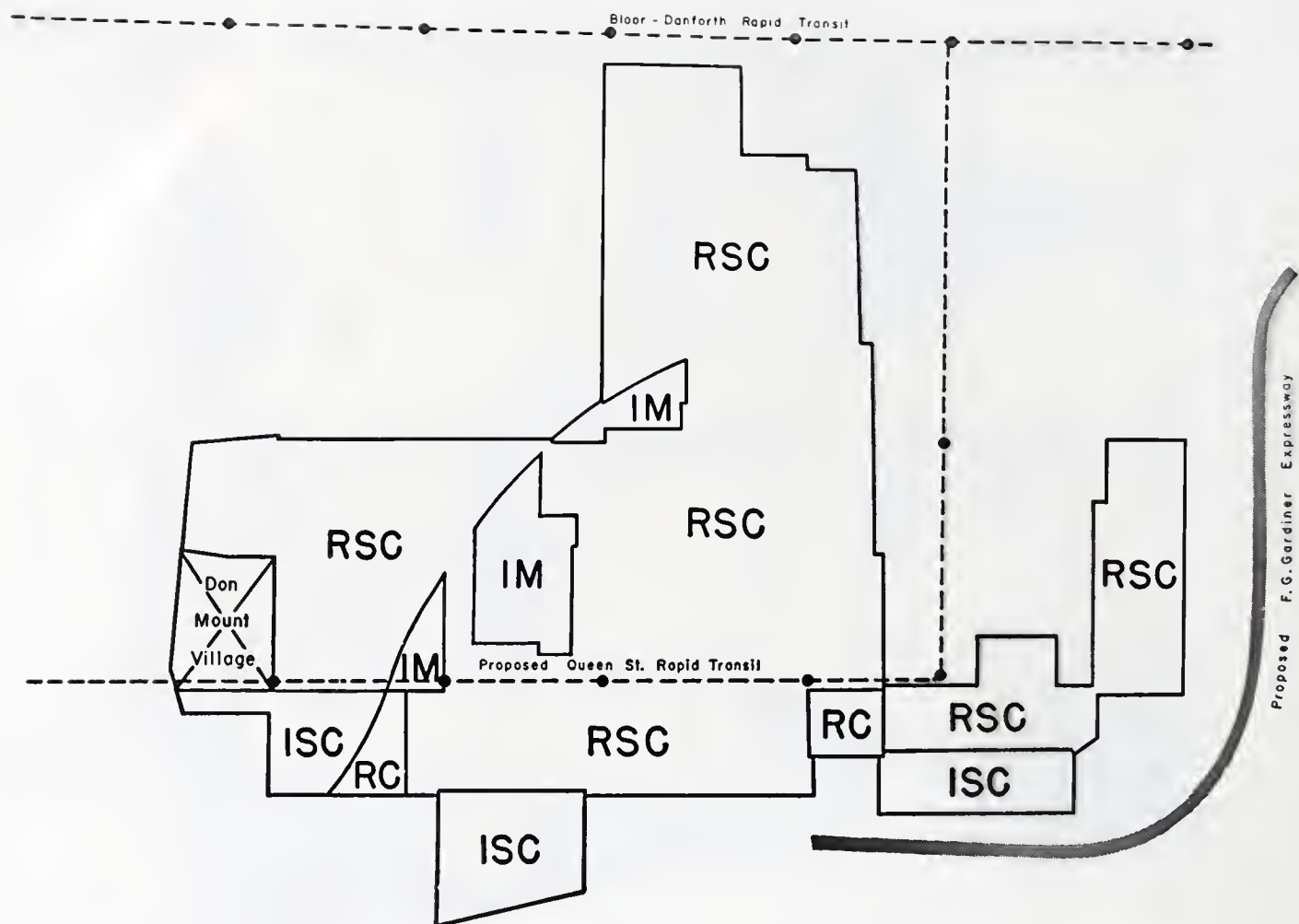
Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area

Excluded Sectors



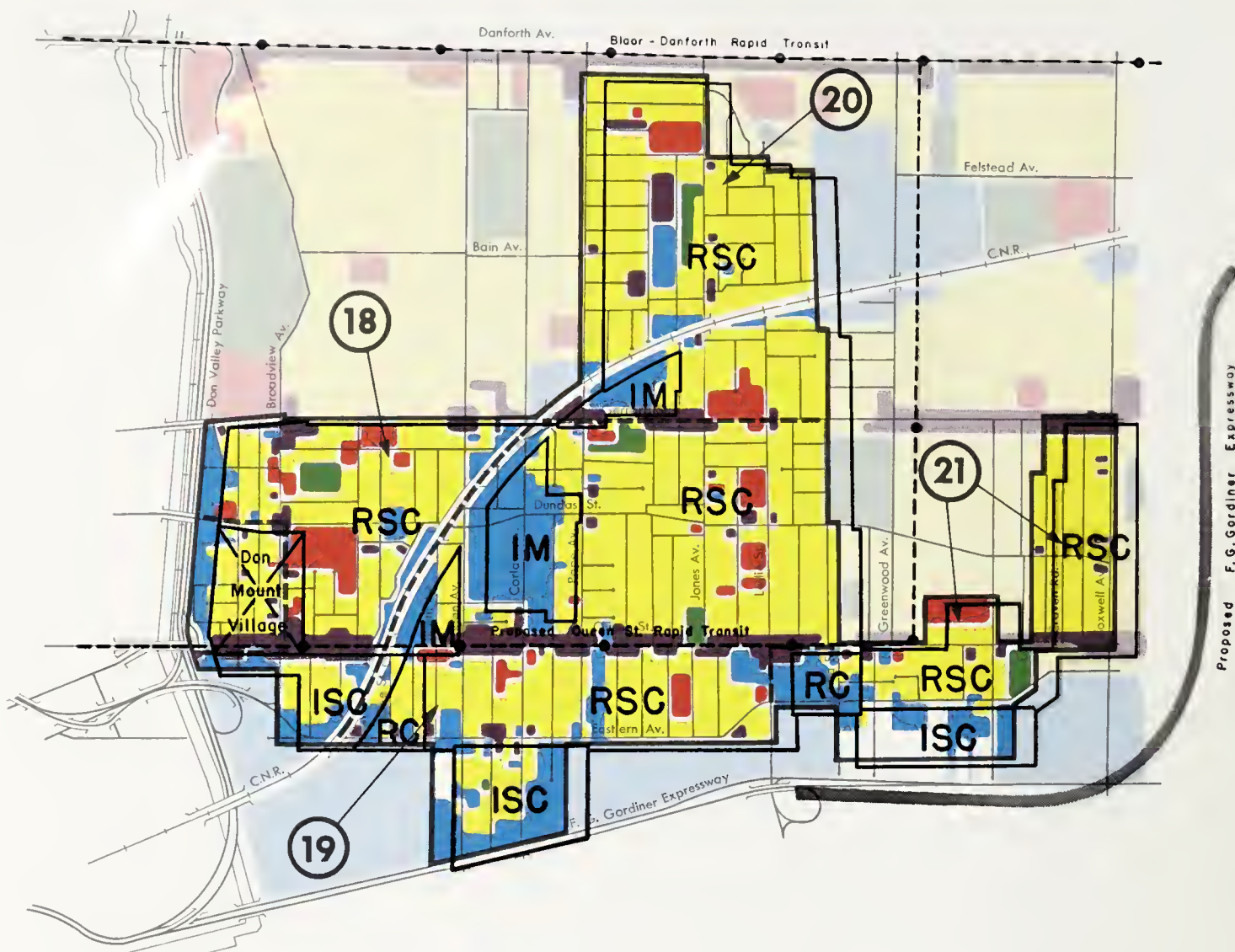
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Excluded Sectors

Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



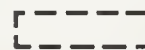
Excluded Sectors

Recommended Treatment Program

- RC — Residential clearance
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- ISC — Industrial spot clearance
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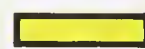


Renewal Districts



Renewal Sectors

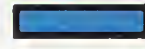
Existing Land Use



Residential



Commercial



Industrial

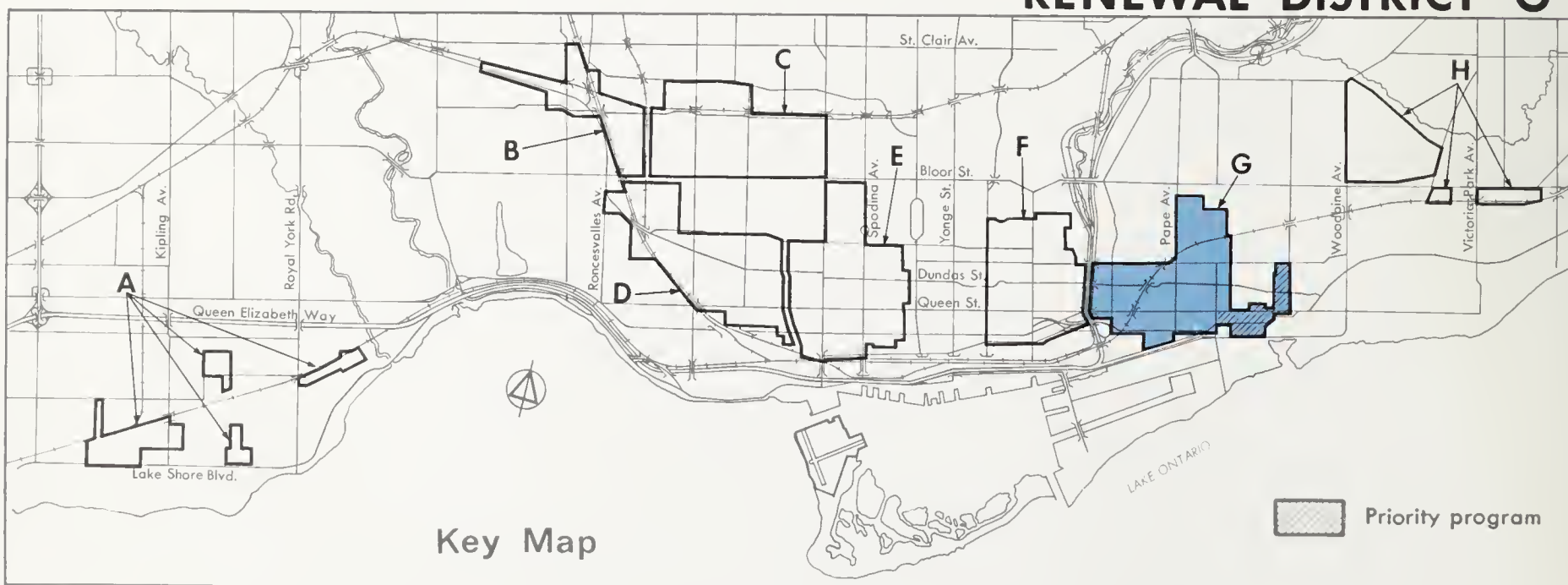


Open Space



Institutional

RENEWAL DISTRICT G



DISTRICT G

EXISTING CONDITIONS

The district lies between the Don River and Coxwell Avenue and contains almost 9,200 dwelling units of which about 15% are blighted, excluding the Don Mount Village redevelopment area. West of the CNR tracks there is a major industrial district south of Queen Street, and east of the tracks south of Eastern Avenue; these two industrial districts contain about 5% of the dwelling units in the sector and 27% of the blighted units.

In the residential sections, exterior maintenance is average to below average. Little private residential reconstruction or rehabilitation has taken place. Blight outside the Don Mount Village area is not generally concentrated but scattered throughout the district. Similarly, a substantial number of blighting incompatible non-residential uses have infiltrated the residential neighborhoods. The street pattern is incomplete and sometimes awkward, and in the case of Craven Road provides double frontages for a large number of homes. Some of the streets are in poor condition, and a few sidewalks need repair. Rear lanes are narrow, mostly unpaved, and lined with dilapidated structures. Parking is a problem on many streets. The district is also deficient in public open space.

Deteriorated commercial structures are common, particularly on Queen Street. Many are vacant. In the industrial areas, inadequate parking and loading facilities are characteristic. Housing in these areas is seriously deteriorated.

The entire area is vulnerable to air pollution generated by a number of major industries south of Eastern Avenue, the Richard Hearty Hydro plant, and the Ashbridge's Bay Sewage Treatment Plant.

RECOMMENDED TREATMENT

Sector 18—The objectives of renewal treatment in this sector are the rehabilitation of the residential area and the elimination of housing in unsatisfactory environments. To achieve the latter, it is recommended that all housing south of Queen Street and all housing between Dundas and Gerrard, west of Munro-Blackburn, be removed for non-residential re-use, including off-street parking facilities. All blighted industry and deteriorated commercial uses should be removed with commercial replacement only in viable retail commercial areas. The future and requirements of the Woodgreen Centre complex should be studied and protected until a determination has been made.

In the rest of the sector, a program of spot clearance is recommended to remove for residential re-use about 160 blighted houses, all blighted and blighting industry and all deteriorated commercial uses. A further 68 houses are recommended for rehabilitation to the standard of sound housing in the neighbourhood. Additional public open space and neighbourhood off-street parking facilities should be provided. Some street, sidewalk and sewer improvements will be required.

The renewal treatment recommended for this sector will eliminate one of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses.

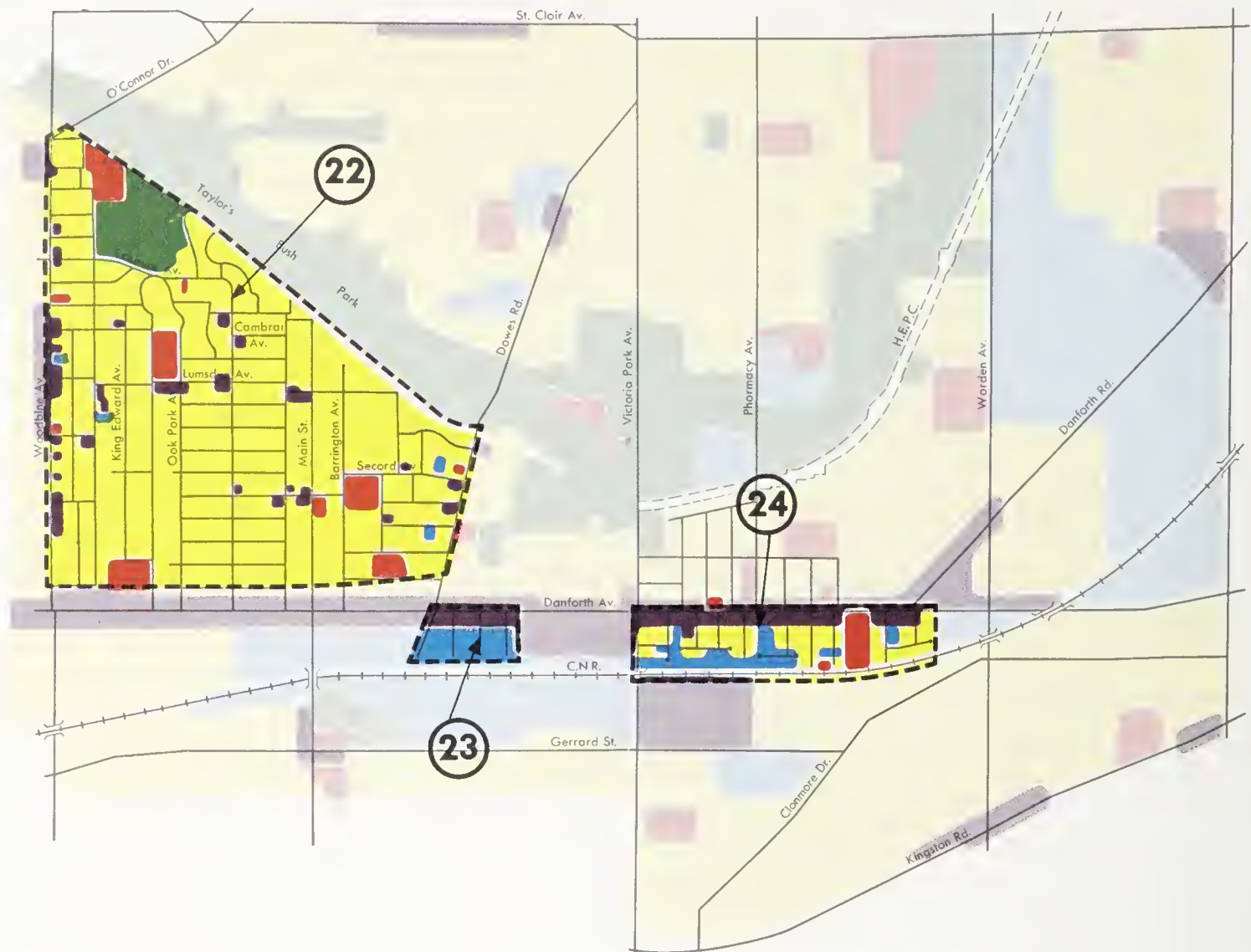
Sector 19—The recommended renewal treatment for this sector is designed primarily to improve and maintain the residential environment north of Eastern Avenue, and to remove housing from its area between Queen Street and Eastern Avenue as a viable residential area. To accomplish this, the area bounded by Eastern Avenue, CNR tracks, Queen and the line between McGee and Queen enlarged, and the balance of the land redeveloped for some 300 new dwelling units in apartments and row housing. In the rest of the area between Queen and Eastern a program of spot clearance is recommended to remove all blighted housing, blighted or blighting industry and deteriorated commercial uses for residential re-use, with commercial redevelopment in viable locations along Queen Street. A similar program is recommended for the Queen/Gerrard area but here an attempt should be made to retain the Booth Street and Logan/Carlton/Roslin industrial concentrations. About 185 blighted dwellings would be cleared from these areas under this program. A further 100 houses should be rehabilitated to the standard of sound housing in the neighbourhood. New parks, and road, sidewalk and sewer improvements will be required. The clearance of blighted or blighting industries from these areas should provide sites for required neighbourhood off-street parking as well as new housing.

South of Eastern Avenue all housing should be removed, together with blighted industry and deteriorated commercial uses, for non-residential re-use. This area is particularly vulnerable to air pollution generated by the Hydro plant, incense disposal plant and municipal incinerator near the waterfront and by surrounding heavy industrial operations. The entire sector is exposed, to some extent, to such air pollution and it will be essential to secure strict adherence to acceptable standards. The renewal treatment recommended for this sector will eliminate one of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses.

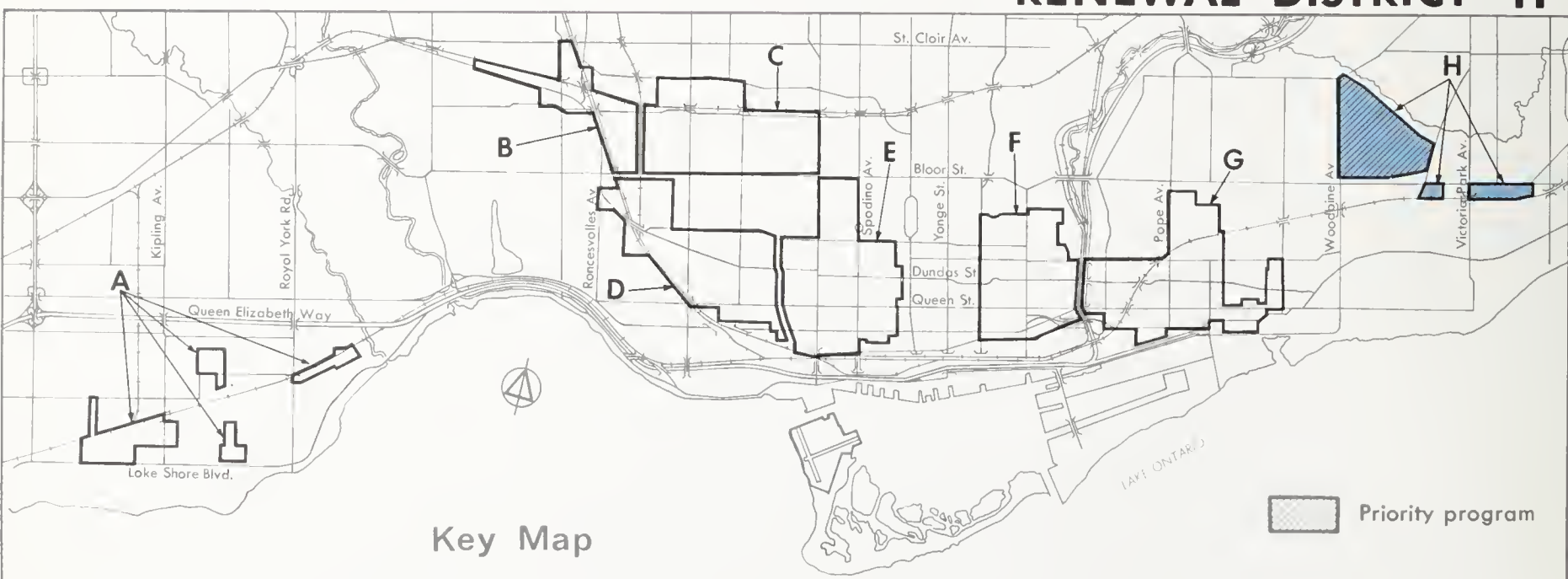
Sector 20—The objectives and recommended renewal treatment of this sector are the same as those for the residential area in Sector 19. Existing railside industry at Pape and Gerrard should be retained. In this sector the spot clearance program will eliminate more than 100 blighted houses and provide for the rehabilitation of some 44 more. The renewal treatment recommended for this sector will eliminate 2 of the 22 uses identified by the City Planning Board as the city's most obnoxious non-conforming uses.

Sector 21—The renewal objectives and treatment in this sector are similar to those of Sector 19, except that the problem of existing housing south of Eastern is much less acute. Between Eastern and Queen, the area west of Laing is recommended for total clearance with replacement by approximately 345 new dwelling units in apartments and row housing. East of Laing the spot clearance program should be amplified by the ultimate removal of the TTC car barns for residential use when the site becomes available. Some improvements to the existing street pattern should be undertaken with special consideration given to the problem of double frontage on Craven Street. The spot clearance recommendations for this sector provide for the removal of about 100 blighted houses and rehabilitation of a further 54.

	Total District		Priority Sector	
	Acres	Dwellings	Acres	Dwellings
TREATMENT AREAS				
Residential clearance	20	120	10	35
Residential spot clearance	665	8,820	85	1,045
Industrial spot clearance	105	445	35	20
Industrial maintenance	55	—	—	—
Special areas	—	—	—	—
Total	845	9,185	130	1,100
CONDITION OF HOUSING				
Dwellings in bad condition	405	5%	70	6%
Dwellings in poor condition	1,035	11%	230	21%
Dwellings in sound condition	7,745	84%	800	73%
Total number of dwellings	9,185	100%	1,100	100%
REHOUSING REQUIREMENTS				
Dwelling units cleared	1,200		185	
Dwelling units acquired for rehabilitation	300		70	
Total Acquisitions	1,500		255	
Dwelling units in industrial areas	—		—	
Estimated overcrowding	1,375		165	
Total rehousing requirements	2,875		420	
INDUSTRIAL ACQUISITIONS				
	195		40	
COMMERCIAL ACQUISITIONS				
	50		15	
REPLACEMENT HOUSING				
New dwelling units	1,450		480	
Rehabilitated dwelling units	275		55	
Total replacement	1,725		535	
Surplus/Deficiency of Replacements over Acquisitions	— 225		+ 280	
Surplus/Deficiency of Replacements over Rehousing Requirements	— 1,150		+ 115	
COSTS				
Acquisition and clearance	\$29,400,000		\$5,100,000	
Public improvements	9,800,000		1,600,000	
Other	5,600,000		1,000,000	
Total Gross	44,800,000		7,700,000	
Recovery	3,100,000		400,000	
Total Net	41,700,000		7,300,000	

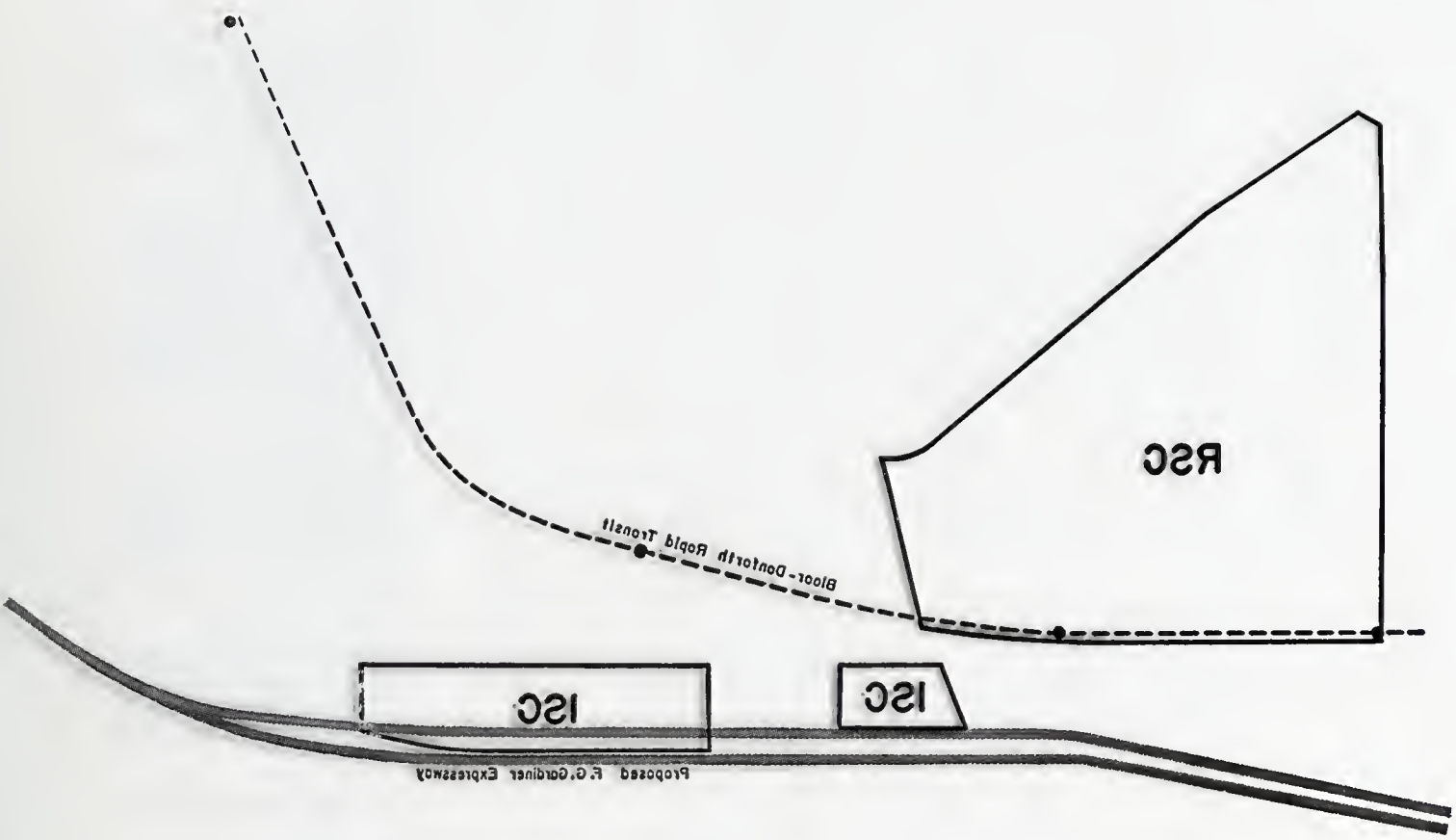


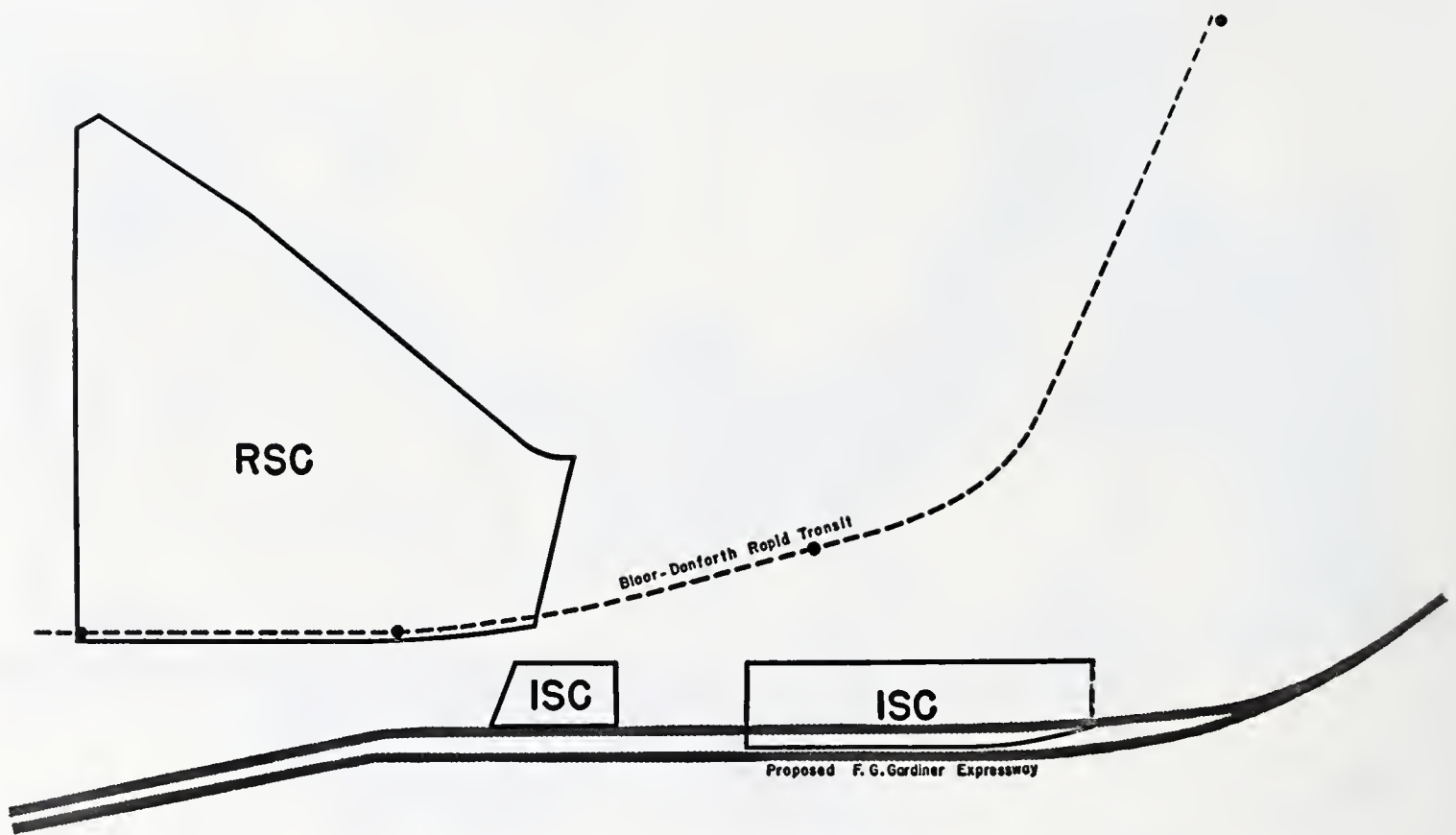
RENEWAL DISTRICT H



Recommended Treatment Program

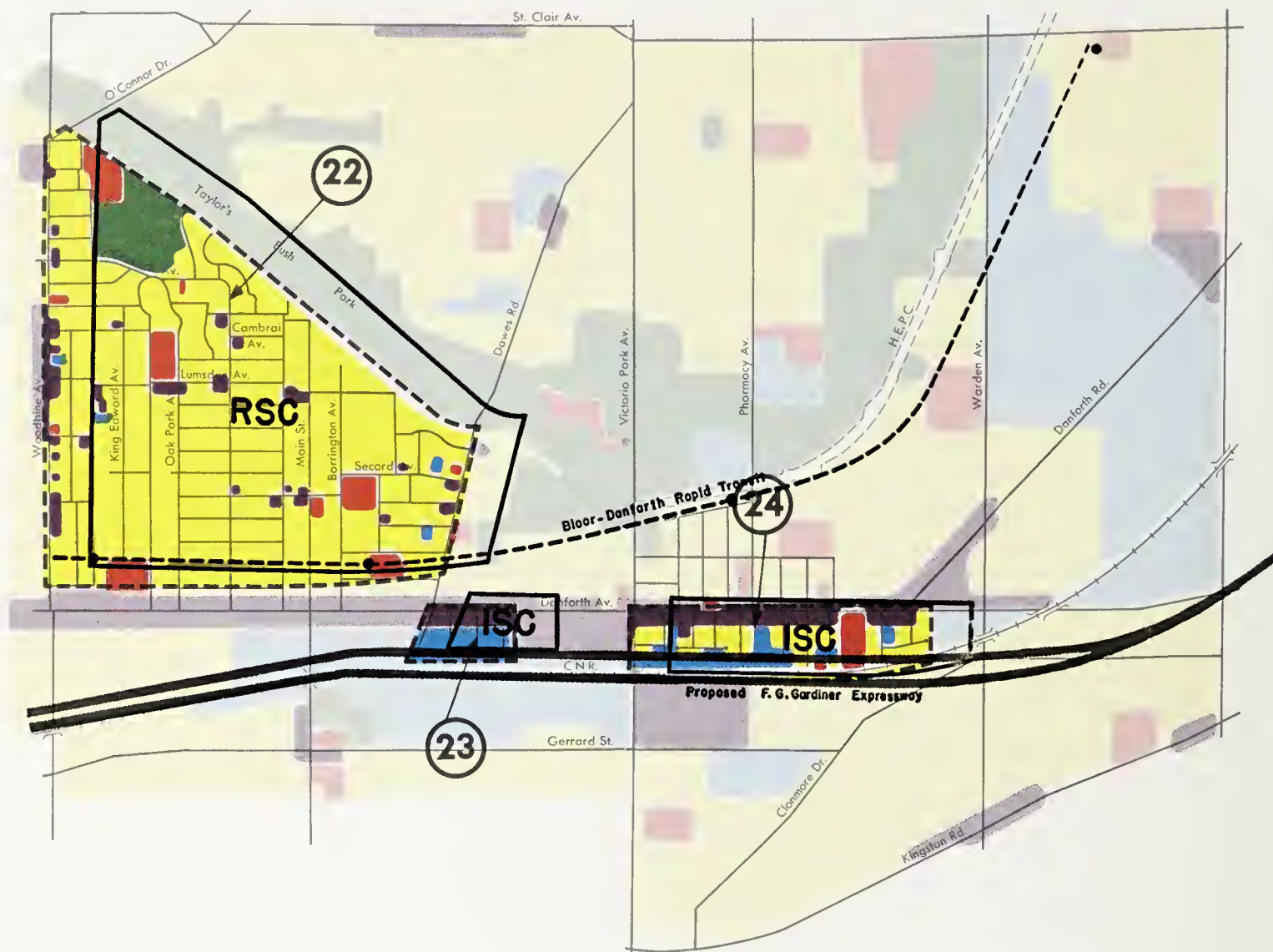
- RC Residential clearance
- RSC Residential spot clearance
- ISC Industrial spot clearance
- IM Industrial maintenance
- SA Special area





Recommended Treatment Program

- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area



Recommended Treatment Program

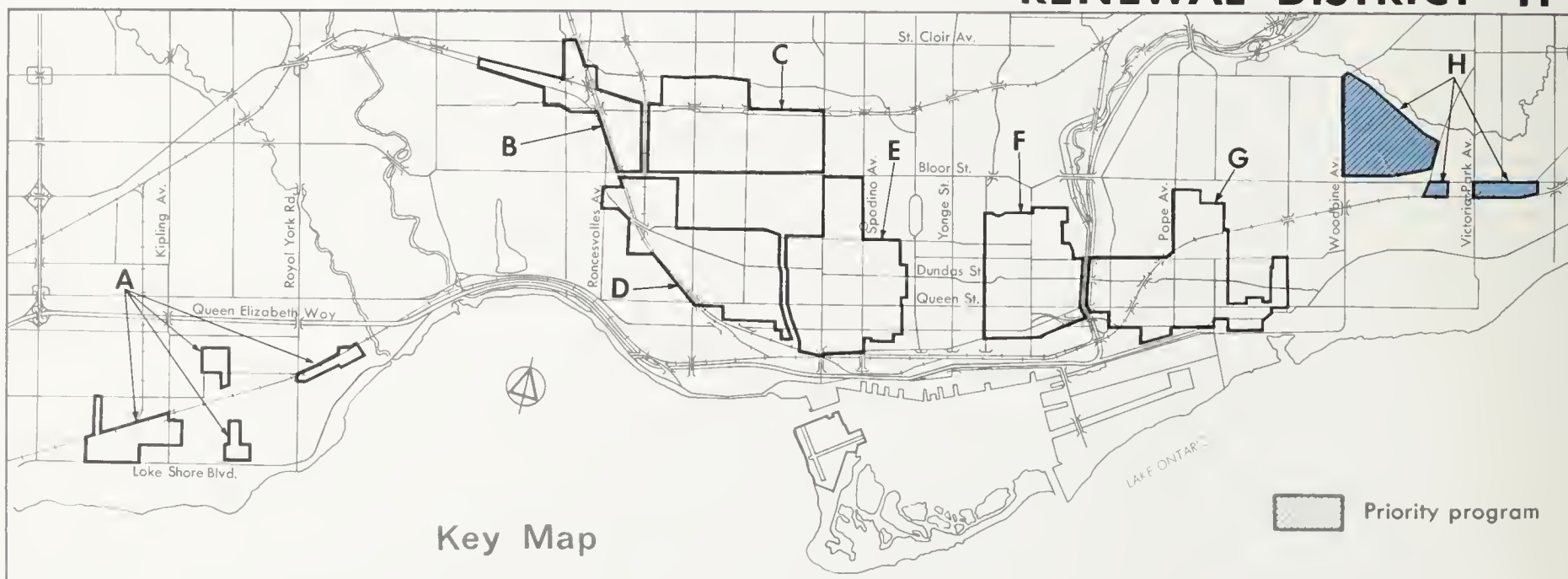
- RC — Residential clearance
- RSC — Residential spot clearance
- ISC — Industrial spot clearance
- IM — Industrial maintenance
- SA — Special area

- Renewal Districts
- Renewal Sectors

Existing Land Use

- Residential
- Commercial
- Industrial
- Open Space
- Institutional

RENEWAL DISTRICT H



DISTRICT H

EXISTING CONDITIONS

Sector H consists of one large and two small project areas in the vicinity of Danforth Avenue between Woodbine Avenue and Warden Avenue.

Area 22 contains some 300 acres bounded by Woodbine, Taylor's Bush Park, Dawes Road, and the Danforth subway. Only a very small percentage of the 3645 dwelling units are blighted, but such blight as there is is scattered throughout the area and appears to be forming concentrations in a few locations (particularly King Edward Avenue and Cambal Avenue). The amount of private reconstruction and rehabilitation taking place is relatively insignificant in contrast to comparable residential districts in Metropolitan Toronto. Some large scale private redevelopment has taken place but appears to have discouraged small-scale lot by lot treatment so that residential blight throughout the neighbourhood appears to be increasing.

Area 23 is a small 15-acre non-residential area on the south side of Danforth Avenue adjoining the west limit of the Shopper's World Shopping Centre, which generates large amounts of traffic throughout the area. Almost ¼ of the 69 dwelling units are already blighted. The area is not well located with respect to parks, schools and most other public services, except public transportation and shopping, but private land assembly appears to be difficult and the transition of the area to its proper non-residential use is extremely slow.

Area 24 is a 65-acre industrial area between Danforth Avenue and the CNR tracks east of Victoria Park Avenue. It is presently an area of heavily mixed use which is contributing to the blight of the 280 dwelling units. It is inconveniently located with respect to most community services except shopping and public transportation. Termite damage in the area has been extensive, forcing the abandonment of the existing public school in the area.

RECOMMENDED TREATMENT

Sector 22—The principal objective of the renewal treatment recommended for this sector is the restoration and maintenance of the residential environment by a program of spot clearance of some 35 blighted houses and all blighted or blighting industry for residential replacement. The rehabilitation of an additional 25 residential structures is also recommended. Though the prevailing standard of housing in the area is not very low, it is believed by local officials that provision of suitable financial assistance to resident home owners will encourage an up-grading of housing standards in the area. This area is suggested as being suitable for the introduction of a pilot program directed primarily toward private rehabilitation and improvement, with public expenditures centering mainly on public improvements.

Sector 23—In this area of mixed incompatible uses, it is recommended that all housing and blighted industry be removed for non-residential re-use.

Sector 24—The renewal of this area will be related to the design of the Gardiner Expressway-Victoria Park Avenue-Danforth Avenue interchange complex. All housing and blighted industry in the Danforth/Warden and Danforth/Pharmacy intersections with Danforth and the provision of adequate industrial access and collector roads in the subdivision and redevelopment of the sector. The feasibility of establishing office uses at the western end, to complement Shoppers World, should be given detailed study.

	Total District		Priority Sector	
	Acres	Dwellings	Acres	Dwellings
TREATMENT AREAS				
Residential clearance	—	—	—	—
Residential spot clearance	300	3,640	300	3,650
Industrial spot clearance	70	345	—	—
Industrial maintenance	—	—	—	—
Special areas	—	—	—	—
Total	370	3,985	300	3,650
CONDITION OF HOUSING				
Dwellings in bad condition	25	1%	10	1%
Dwellings in poor condition	120	3%	90	2%
Dwellings in sound condition	3,840	96%	3,550	97%
Total number of dwellings	3,985	100%	3,650	100%
REHOUSING REQUIREMENTS				
Dwelling units cleared	375		35	
Dwelling units acquired for rehabilitation	25		25	
Total Acquisitions	400		60	
Dwelling units in industrial areas	—		—	
Estimated overcrowding	225		185	
Total rehousing requirements	625		245	
INDUSTRIAL ACQUISITIONS	2		—	
COMMERCIAL ACQUISITIONS	—		—	
REPLACEMENT HOUSING				
New dwelling units	50		50	
Rehabilitated dwelling units	25		25	
Total replacement	75		75	
Surplus/Deficiency of Replacements over Acquisitions	— 325		+ 15	
Surplus/Deficiency of Replacements over Rehousing Requirements	— 550		— 170	
COSTS				
Acquisition and clearance	\$5,300,000		\$ 700,000	
Public improvements	3,700,000		2,900,000	
Other	900,000		100,000	
Total Gross	9,900,000		3,700,000	
Recovery	1,100,000		100,000	
Total Net	8,800,000		3,600,000	

Chapter VI

ORGANIZATION AND PROCEDURES

The renewal program recommended in this report is very large. It would encompass about 7½ square miles, require the acquisition of 9,300 dwellings and 1,100 non-residential properties, and involve direct renewal expenditures (exclusive of the cost of new construction and rehabilitation) of \$229 million over a 15-year period.

A program of this scope is far greater than anything that has heretofore been attempted in Metropolitan Toronto or, for that matter, in any other Canadian city, not only in terms of the financial resources involved, but also in terms of the administrative machinery required to carry out the program. It almost goes without saying that the problem of defining the renewal needs of the community and suitable ways to deal with these needs is relatively simple, but that the problem of implementing the program is extremely complex.

Because of the sheer scale of the recommended program it is essential that adequate machinery be established to carry it out, and that procedures be adopted which are suitable to the nature of the program. In other communities, this is a relatively straightforward matter; the respective responsibilities of the federal, provincial and municipal governments are clearly established, and the procedures for ~~initiating~~ ^{initiating and} preparing and executing renewal projects are defined reasonably well. In Metropolitan Toronto, however, the situation is more complex. The existence of a second level of municipal government with relatively strong financial resources but poorly defined powers and responsibilities in the field of urban renewal, has made it difficult for all levels of government concerned to arrive at a clear understanding as to the appropriate method of carrying out urban renewal. This problem, which arises from the very existence of the Municipality of Metropolitan Toronto, is, in a sense, the basic reason for undertaking the Metropolitan Toronto Urban Renewal Study in the first place.

ROLE OF METROPOLITAN CORPORATION IN URBAN RENEWAL

Concern with the need for housing and redevelopment was an important factor leading to the Provincial review of government in the Toronto area in 1951-1953. The ensuing report of the Ontario Municipal Board (Cumming Report) which led to the establishment of the Municipality of Metropolitan Toronto made the following statement on redevelopment:

“In the field of redevelopment it is the opinion of the board that the metropolitan area as a whole, in addition to making adequate provision for the outward extension of municipal services in keeping with the urban expansion of the area, must also protect its sources of tax revenue from fully serviced land in the older central areas.

It cannot ignore the economic waste involved in the continued existence of large blighted areas. Fundamentally these areas of blight are a product of the same economy which has produced the attractive new residential and commercial developments in the rapidly expanding suburbs, and the net municipal cost of redevelopment should be considered a responsibility of the whole area."

Despite this recommendation, the original Metropolitan Toronto Act (Bill 80) did not give the Metropolitan Corporation the normal municipal powers to undertake redevelopment under sections 20 to 22 of The Planning Act, and in Metro's early years there was little apparent interest in such activities. Beginning in 1957, however, with the submission by the city of redevelopment proposals for the Moss Park and Alexandra Park areas, the question of Metropolitan participation in redevelopment became a matter of more urgent concern. At that time the Metropolitan Council established a policy that the provision of low-rental housing on vacant suburban sites would have the highest metropolitan priority, and that a suitable stock of public housing would have to be established before any substantial clearance program should be contemplated.

This remained the metropolitan policy until 1963 when the Metropolitan Council agreed to bear the municipal responsibility for the public housing portion of the Alexandra Park renewal scheme which had been revised to incorporate a comprehensive neighbourhood improvement program. This was subsequently adopted as a general metropolitan policy and is now being applied to the two other current renewal projects in the city, Don Mount Village and Trefann Court. Following the 1965 Report of the Royal Commission on Metropolitan Toronto (Goldenberg Report) which recommended that Metro be given explicit powers to participate with area municipalities in redevelopment and urban renewal, the amended Metropolitan Toronto Act (Bill 81) granted the Metropolitan Corporation all of the powers available to municipalities in this respect.

At the present time, therefore, both the Metropolitan Corporation and the local municipalities are able to engage in urban renewal—that is, prepare, adopt and execute schemes—subject only to the provision in The Planning Act requiring the adoption and approval of a Metropolitan Official Plan before the Corporation can undertake such activities.

While the legislative questions have been resolved, the fundamental matter of determining the proper scope of Metropolitan participation in renewal must still be related to the basic premise underlying the establishment of the federated metropolitan form of government—that there is a need for a second level of local government to assume responsibility for programs, functions and activities which are area-wide in scope while leaving to the local area municipalities the responsibility for programs and functions which are basically local in application. This essential distinction has very largely governed the distribution of responsibilities in most of the other fields of municipal activity, though there have of course been some exceptions, and should remain the basic principle in the allocation of responsibility for renewal as between the Metropolitan Corporation and the local area municipalities.

In essence, the determination of metropolitan responsibility for renewal arises from an awareness of the need for renewal. There is little doubt that the need for renewal is metropolitan in scope; while deep-seated renewal problems on a scale requiring comprehensive public action are found almost exclusively in the older sections of the city and some

of the inner suburbs, the economic and social well-being of the metropolitan community is intimately related to the correction of these problems. The urban renewal problems of the area have arisen very largely and simply as a result of the area's growth; obsolescence in the older areas is an inevitable concomitant of progress in the newer areas. The basic premise underlying metropolitan responsibility was formulated very succinctly in the recent report of the Consultative Committee on Housing Policies for the City of Toronto: "There is only *one* housing and urban renewal problem in Metropolitan Toronto; it is neither a City problem, nor a suburban problem, and it is certainly not 13 different and separate municipal problems."

Arising from the recognition that metropolitan responsibility should be directed to meeting the *need* for urban renewal, it follows that this responsibility can best be discharged by means of *financial participation* in renewal, and by *coordination* to ensure that renewal activities and programs fit properly into the overall metropolitan framework.

Detailed *planning* and *execution* of the renewal program, on the other hand, is basically a local responsibility. This can be seen clearly by reference to the critical element of neighbourhood improvement. Except for the actual provision or improvement of housing, nearly all aspects of neighbourhood improvement involve responsibilities that only the local governments can properly discharge under the present two-level system of federated metropolitan government. For example, activities which are involved in the improvement of local services—streets, sidewalks, schools, community facilities, garbage collection, underground utilities providing direct service to land uses (as opposed to trunk services)—are but a few of the many specific services which touch directly on the residents of an area and which can obviously be best provided by the government responsible for the orderly administration of that area. The administration of by-laws relating to property, as another example—zoning by-laws, housing standards by-laws or building by-laws—must clearly rest with the level of local government most directly in touch with the individual owners and residents.

Metropolitan financial participation

Metropolitan financial participation in urban renewal has heretofore been related exclusively to the one element for which the Metropolitan Corporation was able to assume responsibility—the public housing component in renewal programs. This arose from the early recognition that the solution to the low-income housing problem could only be met on a metropolitan basis. From the date of its establishment, Metropolitan Toronto accepted a responsibility to provide housing for elderly persons, and beginning in 1955 the Metropolitan Corporation undertook the responsibility for the municipal share of the cost of public housing produced by the Federal-Provincial partnership. With the assumption by the Ontario Housing Corporation of the overall responsibility for public housing in the Province, the Metropolitan Corporation agreed to pay the municipal 7½% share of the public housing subsidy and to bear the municipal share of the net cost of providing land for public housing in urban renewal projects—25% of the necessary write-down—as well as the cost of elderly persons' housing.

On this basis, the metropolitan proportion of the total cost of urban renewal projects has varied. At Alexandra Park, Metro and the city are

each paying 12½% of the net cost; at Don Mount Village, Metro will pay 14% and the city 10%; and at Trefann Court, the Metro share of the net cost will be 17% and the city's share will be about 4%.*

These ratios are of course fortuitous; they relate strictly to the amount of public housing and elderly persons' housing planned for each project compared to other uses. Because the emphasis in the present projects has been very largely on public housing, the metropolitan share has been relatively high compared to the city's. For the urban renewal program suggested in this report—with a much greater emphasis on neighbourhood improvement, non-residential renewal and private housing—it is obvious that the metropolitan share of the cost will be much smaller if it continues to be related strictly to the public housing component.

A suitable formula for metropolitan financial participation in urban renewal must stem from the fact previously emphasized that it is to Metropolitan Toronto's general advantage if the program is carried out and to its detriment if it is not. This applies not only to the actual correction of visible physical blight, but equally to the less visible aspects—for example, the general abatement of pollution which will result from local sewer improvement programs in renewal areas. It is obvious, therefore, that a formula should be arrived at which equitably recognizes both the metropolitan and the local interest in carrying out the renewal program.

Any cost-sharing formula must of necessity be arbitrary in nature, particularly in the case of urban renewal where the respective benefits are deeply inter-related and in many respects intangible. A grant formula should be easy to comprehend, rather than involving complicated calculations; the amount of grant should be reasonably predictable for budgetary purposes; and the formula should be universally applicable on a uniform basis. For this reason, most grant formulas require the senior governments to pay a predetermined ratio of local expenditures; a good example is, of course, the formula for sharing urban renewal expenditures in Ontario—50% Federal, 25% Provincial and 25% Municipal.

It is considered that a formula which provides for Metropolitan Toronto and the area municipality concerned to share equally the municipal portion of the cost of the urban renewal program in each Renewal District would adequately recognize the basic responsibility of each of these two levels of government for the renewal of the metropolitan area. The recommended formula for sharing the net costs of the proposed renewal program is therefore as follows:

Government of Canada	50%
Province of Ontario	25%
Metropolitan Toronto	12½%
Local area municipalities	12½%
	<hr/>
	100%

Metropolitan coordination

Metropolitan coordination of the urban renewal program should be directed to ensuring that the various renewal activities fit properly into

* For Don Mount Village and Trefann Court these figures refer to the city's net cost after sale of city-owned land to the renewal partnership.

the metropolitan framework. Such coordination should be related both to the actual *substance* of the renewal program and to the *timing* of the different aspects of the program. The renewal program must be suitably related to many matters of basic metropolitan concern; housing needs, particularly for low and moderate rental accommodation; the general distribution of land uses, and the need to ensure an adequate supply and suitable distribution of lands to support the area's economic base; the general distribution of population and employment and the provision of transportation facilities to serve the population, employment and land use pattern. These are all essentially metropolitan responsibilities, and metropolitan participation in renewal must be accompanied by metropolitan responsibility for ensuring the proper coordination of the renewal program with all these major factors.

These matters are all an integral part of the Metropolitan Official Plan, and the Official Plan is the proper vehicle for discharging this metropolitan coordinating function. It is therefore essential that the overall renewal program, when adopted by the Metropolitan Council, be incorporated in the Official Plan. It is not suggested that the details of the renewal program, relating either to the actual plans or the specifications for implementation, should properly be included in the Official Plan, but simply that if there is to be an overall renewal program for the metropolitan area, with metropolitan financial participation on a fixed long-term basis, the Metropolitan Official Plan is the appropriate vehicle for establishing the basic policies and principles of that program (including, among other things, the delineation of the general treatment program along the lines of Map 6 in the present report).

PROCEDURES

As discussed above, while it has been generally assumed in preceding years that Metropolitan Toronto should and would play an important role in urban renewal, its powers to do so were not well defined. This has undoubtedly contributed to some of the apparent confusion which has characterized the on-going renewal program. The confusion as to responsibility has existed both within and between the various levels of government, and on the part of both elected and appointed officials at each level of government. Similar confusion has arisen from time to time with respect to the municipal relationship with the Ontario Housing Corporation in the matter of public housing. And within the City of Toronto itself, the allocation of responsibility for renewal scheme preparation has also tended to be obscure from time to time.

Problems of this sort were obviously to be expected in working out the details of what is essentially a new type of government program, and as long as the city is proceeding actively with only two or three small renewal schemes, there is a reasonable expectation that problems will be resolved as they arise. This is, of course, not the case with a program of the scale proposed in this report. The total area involved in the relatively small renewal schemes in which the city is actively engaged is in the order of 125 acres. By comparison, the priority program recommended in this report as constituting a desirable objective over a 5-year period would involve eight concurrent renewal schemes, five of them in the city, with a total area of some 1,300 acres and involving types of activity for which there is almost no local experience. It is obvious that a program of this

magnitude can be carried out successfully only if the procedures are clearly defined and conscientiously adhered to.

The essential procedures which should be clarified relate to the planning of the renewal program and the preparation and execution of renewal schemes.

Planning of the urban renewal program

1. *General plan for renewal*

The general principles, policies and scope of the overall renewal program should, as indicated above, be incorporated in the Metropolitan Official Plan. This plan, when adopted by the Metropolitan Council and approved by the Province, constitutes the basic framework for the planning and control of all development within the Metropolitan Planning Area. The incorporation of the general proposals made in this report would constitute an adequate basis for all four levels of government concerned to discharge their individual responsibilities in carrying out the program.

The Province has recently emphasized the importance of securing a revision of the City of Toronto Official Plan in order to proceed with individual renewal schemes. While the need for a fundamental revision of the Toronto Official Plan is evident, this is hardly essential in proceeding with the metropolitan urban renewal program. All of the required components of what may be called the "planning framework" for urban renewal are present in the Metropolitan Official Plan, which requires only the incorporation of the basic principles and policies of the recommended program to constitute the appropriate "general plan for renewal".

2. *Renewal District plans*

The fundamental proposal in the present report is that renewal proceed by way of a large-scale program applied across very broad sections of the city and the inner suburbs, and that comprehensive schemes be prepared for individual sectors within these broad areas, again of a relatively large-scale nature. It is also proposed that the process be carried out concurrently in all sections included in the recommended renewal program.

While it is not considered necessary to complete the revision of the city's Official Plan in order to proceed with the program, it is critical that general plans for the Renewal Districts be undertaken at once. General plans already in effect in the lakeshore municipalities (Renewal District A) require some revision, and only a certain amount of coordination is required to attain an adequate general plan for the East York/Scarborough area (Renewal District H), which also includes a small section within the City of Toronto. For the Renewal Districts in the city, however, adequate general plans are not available, and it is suggested that the city's planning activities should be directed to this end.*

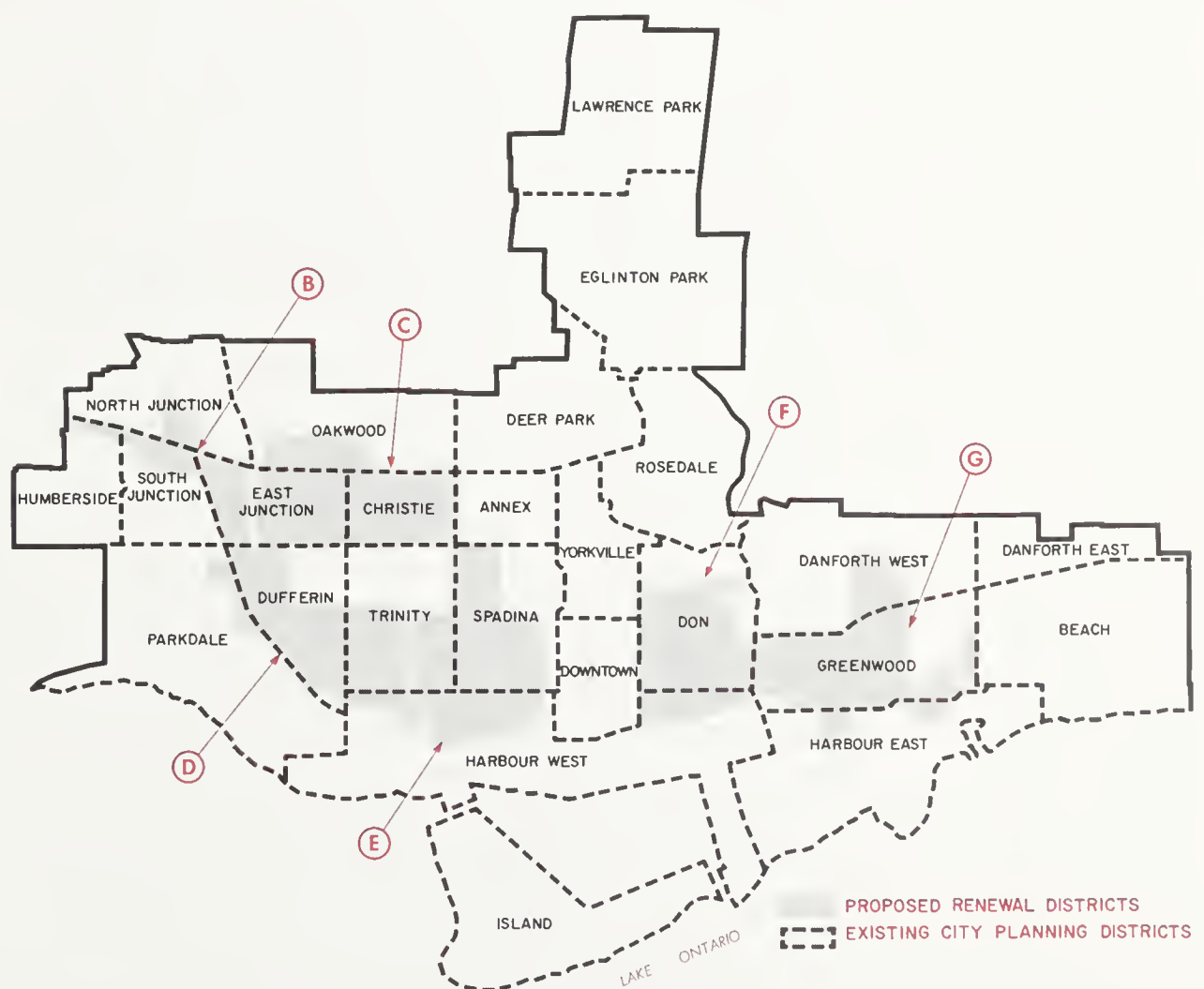
The basic function of a Renewal District plan is to provide an adequate framework for the preparation of detailed schemes. It should include the following components:

* The City Planning Board has completed "District Appraisals" for certain sections of the city, but only one of these—the Don District Appraisal (Renewal District F)—relates to the proposed renewal areas; the proposals in the Don District Appraisal have not yet been adopted by the city.

- a. Population distribution and general density pattern
- b. General land use plan
- c. Required public facilities
- d. General transportation pattern
- e. General servicing plan

The importance of the Renewal District plan is self-evident. It, in effect establishes the basic terms of reference for each Renewal Sector scheme within the District, and ensures that as each scheme is executed it will fit properly into the general plan of the surrounding area. While the plan is a necessary prerequisite for each scheme, there is no real reason why both cannot be proceeded with concurrently, and it is strongly recommended that procedures be established by the City of Toronto to undertake the preparation of the five required Renewal District plans.

The proposed Renewal Districts do not coincide with the Planning Districts which have previously been established by the City Planning Board. The Renewal Districts are considerably larger than existing Planning Districts, and the boundaries are based on the delineation of renewal treatment areas rather than on major streets or other physical features. The map below compares the proposed Renewal Districts with the existing Planning Districts.



The distribution of Planning Districts among the proposed Renewal Districts is shown in the following tabulation:

<u>Renewal District</u>	<u>Planning District</u>
B	North Junction (part) Humberside (part) S. Junction (part) East Junction (part)
C	East Junction (part) Christie Oakwood (part)
D	Parkdale (part) Dufferin (part) Trinity (part) Harbour West (part)
E	Harbour West (part) Trinity (part) Spadina (part)
F	Don (part) Harbour West (part)
G	Danforth West (part) Greenwood (part) Harbour East (part)

The proposed Renewal Districts contain all or part of 15 of the 24 Planning Districts in the City of Toronto. It is not suggested that it would be feasible to undertake for each of these districts full-scale District plans of the type currently being used by the City Planning Board (e.g. suitable for the establishment of zoning policies); the material required for the suggested Renewal District plans is much less extensive in nature and most likely, much of it is already available through the work being done on the revision of the City Official Plan. As already emphasized, it is essential that the basic framework required for the preparation of the proposed Renewal Sector schemes be undertaken in the immediate future.

Preparation and execution of Renewal Sector schemes

A scheme for undertaking renewal action is essentially a *program* rather than a *plan*. It includes a great variety of different activities involving many different agencies, both public and private. The renewal scheme embraces all of the different elements involved in neighbourhood improvement including, among others, the following: establishment of the action to be taken with respect to the individual properties (acquisition, clearance, rehabilitation, disposal, etc.) and the method of carrying out these actions; determination of public works requirements (street and sidewalk improvements, street changes, sewer and water requirements, landscaping, etc.) and the programming of these works; methods to be used in correcting deficiencies in public and semi-public facilities; relocation policies and methods; programming of by-law enforcement activities, and the like. A physical plan for the area is one of the products of the renewal scheme, but the scheme itself is essentially an exercise in coordination and timing.

The distinction between a *program* and a *plan* is important because it relates to the determination of the responsibility for the preparation of

renewal schemes. It is emphatically considered that the responsibility for preparing the renewal scheme should rest with the agency which is responsible for executing the scheme. This may be seen clearly with reference to the two basic elements involving individual properties—on the one hand determination of which structures are to be cleared, which rehabilitated, and which excluded from the acquisition program, and on the other hand determination of the disposal policies to be followed: new public housing, new private housing, disposal for public or private rehabilitation, assistance for rehabilitation by existing owner occupants, or re-use for other purposes. These decisions involve economic, planning, relocation and market considerations, and should, in the first instance, stem from a detailed physical examination of the individual structures. Other decisions involved in arriving at the renewal scheme must similarly be related to basic policy determinations concerning public expenditures. If it is accepted that the renewal scheme is essentially a program for coordinating these many public and private activities, then it is obvious that the responsibility for preparing the scheme should rest with the agency responsible for this coordination.

For reasons which were discussed earlier, it is considered that the local municipalities, rather than Metropolitan Toronto, should retain the responsibility for carrying out the urban renewal program. It is important that there be a single local agency which has this responsibility, and this agency should also have the authority to do the job properly.

In the recommended program, a need is indicated for six suburban renewal schemes, five of which are relatively small; four of these schemes are in the lakeshore suburbs (to become part of the Borough of Etobicoke in 1967), one is in East York and one is in Scarborough. These municipalities do not at present have departments which could be given the specific responsibility for carrying out the suggested renewal program. Because the problem of urban renewal in the suburban municipalities is so small relative to the basic problem in the City of Toronto, it is doubtful that it would be feasible or desirable to establish the same type of administrative machinery as is required in the city. At the same time, since the problem is essentially local rather than metropolitan, there is little justification for assigning this responsibility to the metropolitan government (which, in any case, as presently constituted does not have suitable administrative machinery for this purpose either). There is no way at this time to determine the most suitable method of organizing the renewal programs in the suburban municipalities, but the matter will obviously require serious consideration if a program is adopted along the lines suggested in this report.

In the City of Toronto the problem is perhaps reversed. There is certainly no lack of departments and agencies involved in dealing with the various aspects of urban renewal, but there is some considerable doubt that the relationships between these various agencies are defined as clearly as they should be. For a program of the magnitude recommended here, the need to clarify these relationships would appear to be urgent. At present, the City Planning Board is responsible for preparing renewal schemes, and the basic responsibility for "implementing" schemes rests with the Development Department. This dichotomy between scheme preparation and execution is questionable in itself; there is also some question whether there is in fact a clearly-recognized urban renewal "administrator" who has the authority to ensure the coordination for which he

should be responsible, or whether this authority has been retained by the City Council whose function is, of course, policy formulation rather than execution. The city will obviously have to consider whether it is advisable to establish an outright Department of Urban Renewal incorporating the many functions which are now carried out by other civic departments and agencies, or whether it is sufficient to retain and strengthen the coordinating function within the present Development Department. The basic considerations involved in dealing with this matter are beyond the scope of the present study.

SUGGESTED ORGANIZATION AND PROCEDURES

On the basis of the various considerations noted in the report, it is suggested that the following policies be adopted with respect to the organization of the renewal program and the procedures for carrying the program out.

Organization

As already emphasized, the responsibility for carrying out the urban renewal program should remain with the local municipalities, with the Metropolitan Corporation responsible for coordinating the renewal program in the overall metropolitan framework and for sharing with the local municipalities the municipal share of the net cost of renewal. To ensure that the renewal proposals are properly coordinated and to substantiate the metropolitan financial participation, it would be desirable that all applications to the senior governments for urban renewal projects be submitted jointly by the Metropolitan Corporation and the local municipality concerned. If this is not possible under the existing legislation, the legislation should be amended accordingly. It is also essential that a general plan for renewal along the lines suggested in this report be incorporated in the Metropolitan Official Plan and be accepted by the senior governments as providing a suitable basis for undertaking urban renewal in the metropolitan area.

The preparation of Renewal District plans should be the responsibility of the local Planning Board, but the preparation of Renewal Sector schemes should be the responsibility of the agency or department which is responsible for executing the schemes. To ensure the highest degree of coordination in the preparation of schemes, it is desirable that a permanent Standing Committee on Urban Renewal be established comprising representatives from the four levels of government involved in urban renewal and from the Ontario Housing Corporation (as the principal agent involved in providing the most essential component of the renewal program, new and rehabilitated low-rental and moderate-rental housing). Renewal schemes should receive *formal* approval from this Committee before being submitted by the local and metropolitan governments to the senior governments for financial contribution.

It is recommended in this report that the preparation of Renewal District plans *and* schemes for the eight proposed Priority Renewal Sectors be proceeded with concurrently. If this is not possible under Section 23A of The National Housing Act, the Municipality of Metropolitan Toronto Act should be amended accordingly. It would also be desirable to amend the present requirement that "redevelopment plans" be approved by the Ontario Municipal Board, since the "renewal scheme" must be approved by the Province in any event. This would not alter the normal requirement for

O.M.B. approval of zoning by-laws and municipal capital expenditures arising from renewal schemes.

An essential element in the organization of the renewal program would be a long-term agreement between the Metropolitan Corporation and the area municipalities concerned and between the municipalities and the senior governments, spelling out each party's obligation to carry out its respective responsibilities. The program suggested here is inevitably a long-term program; it involves action both over a very wide geographic area and over an extended period of time. The scale of the expenditures which is projected would appear to require a firm commitment from all the parties concerned that the program will be proceeded with in a systematic and orderly manner. A similar long-term agreement involving the Ontario Housing Corporation would also appear necessary since the Corporation's involvement is critical to achieving the basic rehousing objective of the program.

Disposal policies and procedures

In residential renewal areas, whether the treatment involves "residential clearance" or "residential spot clearance", the land disposal policies should be directed to securing the most satisfactory balance of public low- and moderate-rental housing, private rental housing and private ownership housing. As the Metropolitan Corporation's housing agent, the Ontario Housing Corporation should expand the scope of its operations to encompass the production of housing in the lower ranges of the middle-income category (roughly equivalent to what was formerly provided through private "limited dividend" housing). An effort should also be made to involve non-profit associations such as churches, unions, and housing cooperatives in the provision of moderate-rental housing in renewal areas. At the same time, the disposal policies, and particularly re-use prices, should be geared toward encouraging the maximum participation of private builders and private home purchasers for both new and rehabilitated housing.

To achieve this objective, the re-use value to be established on each property or group of properties should be related solely to the desired cost or rental value of the proposed accommodation, irrespective of whether it involves public or private housing, or whether it involves new or rehabilitated housing. It is suggested that as a general principle all property for residential re-use should be disposed of at a value of \$1,000 per replacement unit, which is the re-use value established for public housing in the current renewal projects. On this basis, it would be possible for O. H. C. to produce new units within the acceptable subsidy formula and rehabilitated units at perhaps half the cost of new units. This would give the housing agency much greater flexibility in establishing rental scales and tenancy policies, and would enable it to satisfy a much broader sector of the market. It would also facilitate the provision of private housing at acceptable rental levels for families in the moderate-income ranges, though in carrying out such a policy it might be necessary to establish some sort of control on the end price or rental level.

For non-residential land, the re-use value should also be based on the desired cost or rental value for the end product. This will undoubtedly have to be worked out in each instance on the basis of specific economic and market considerations.

In the preparation of plans for the major clearance pockets, both residential and industrial, early involvement of prospective developers is desirable in order to establish the general feasibility of desirable projects. Planning should be as flexible as possible, being directed primarily toward "performance" specifications and leaving the responsibility for siting and detailed design to the end user. As a general principle, land should be disposed of by lease rather than sale; this will not only tend to provide more flexibility in arranging desirable re-use schemes, but will enable the community to capitalize on long-term increases in value, and facilitate subsequent stages of renewal in future years.

One aspect of land disposal for which the existing procedures should be re-examined concerns the provision of public facilities such as schools or community centres. Such facilities, which are essential to neighbourhood improvement, are analagous in a very real sense to site improvements such as sewers, street reconstruction, etc., which are treated as renewal project costs. The urban renewal program proposed in this report treats the neighbourhood or the wider district as being the "project", and it is considered that the public facilities required to improve these extended "project areas" may legitimately be considered as project costs. To do so would require amendment of the general urban renewal legislation, and it is felt that such amendment should be given serious consideration.

Relocation

As already noted, it is essential that the machinery required to assure adequate relocation of displaced residents and businesses, and the costs of providing such services, be an integral part of the renewal schemes. In addition to providing alternative accommodation and adequate moving expenses, the relocation machinery must inevitably be concerned as well with the social "dimension" of renewal. The urban renewal agency is not a social welfare or social service agency, but renewal is in a very real sense a social as well as a physical program. While most families will readjust satisfactorily with the normal relocation aids (provision of alternative accommodation and moving expenses), others require more intensive assistance. It is essential that adequate professional and technical services be available to bring together those requiring such assistance with the public or voluntary agencies able to provide such assistance.

Financial assistance

A critical element in the proposed renewal program involves the provision of suitable financial assistance in order to achieve the expressed objectives of the program. Two particular aspects of this problem have been noted.

First is the need to develop a method of assisting owners of expropriated property whose equities are insufficient to secure suitable accommodation. Because of the high proportion of home owners to be found in most of the proposed renewal areas, this is likely to be a serious problem in many of the project areas. It is considered essential that some form of financial assistance be provided for those families who are not suitably accommodated in available purchase housing and not readily relocated into rental housing. Some form of loan arrangement, possibly with a moratorium on repayments until the new property is sold, would appear to be the most reasonable way to deal with this problem, and the costs of doing

so should properly be considered part of the real cost of the renewal program.

The second problem, which as noted earlier will be of serious dimensions, is the need to provide financial assistance to home owners whose properties require improvement but who can not readily absorb the necessary expenditure or the consequent indebtedness. For the low-income families a system of direct grants similar to the U.S. program is necessary; for families with somewhat higher incomes, loan assistance, either at below-market rates or with a moratorium on repayment until sale of the property, would appear to be indicated. The success of the renewal program will depend to a considerable extent on the ability to secure a reasonable level of improvement by home owners whose properties are not acquired for public renewal action, and this in turn will depend on the development of suitable procedures for providing them with financial assistance.

Appendix A

RECOMMENDED FURTHER STUDIES

It is desirable that after a period of time, perhaps five years, the entire urban renewal program should be reviewed in the light of conditions as they may then exist, in order to determine if the conclusions and recommendations incorporated in the present study are still valid or whether major modifications are indicated. In addition to such periodic review, which is essential for any long-term planning and action program, it is considered that there are three general areas in which further study will be required.

1. Study of housing needs

The recommended renewal program, if carried out, would provide a slightly greater number of new and rehabilitated housing units than the number of dwellings which would be acquired. It also recommends the provision of a greater amount of low-rental housing than would be required by families displaced in the course of carrying out the program. Nevertheless there is little information currently available on the dimensions of the actual need for low-rental and moderate-rental housing in the metropolitan area generally, and in particular not much is known about the kind of housing required to satisfy this need.

For the immediate future, it is likely that the accumulated backlog of public housing need is so great that the applications on file with the Metropolitan Housing Registry will be suitable for determining the kind of public housing which is needed. It is not considered, however, that the records of the Housing Registry can provide an adequate basis for the Ontario Housing Corporation and the Metropolitan Corporation to proceed with proper long-term planning of the public housing program.

For this purpose it is necessary to undertake a much more intensive study of the prospective need for low-rental and moderate-rental housing, measured against the framework of the total housing needs of the metropolitan community over the next 10 or 15 years. The Metropolitan Planning Board and the Ontario Housing Corporation are currently preparing to conduct such a study, and its results will provide an essential element in the necessary review of the urban renewal program.

2. Study of industrial and commercial rehabilitation

The improvement of existing industrial areas and viable commercial districts is one of the essential elements in the renewal program, and it is recommended that land disposal policies and re-use prices for these uses should be related to the market and economic conditions which are necessary to establish or maintain such uses in the inner sections of the metropolitan area. However there are not many facts available as to the market for non-residential land in these areas. In particular there is

almost no usable information regarding the economics of undertaking industrial or commercial rehabilitation, or the market which may exist for such properties.

It is important, nevertheless, that an adequate industrial and commercial base be maintained in the inner areas, for reasons which are detailed in this report. It is therefore important that the economic feasibility of carrying out industrial and commercial renewal, and particularly the rehabilitation component of such renewal, be determined in the near future. The recommended priority program includes a number of individual industrial sectors which will lend themselves to a demonstration of the feasibility of specific types of industrial renewal. In addition to these, however, it is important to undertake a detailed study of the economic and market considerations involved in industrial and commercial rehabilitation, and as in the case of the proposed study of housing needs, the results of this study will also be essential in the suggested five-yearly review of the recommended urban renewal program.

3. Study of "Special Areas"

It will be necessary to undertake detailed studies to determine the most appropriate renewal policies for the three "Special Areas" delineated in this report. In two of these areas, Queen/Richmond/Adelaide/Niagara and Queen/Richmond/River Street, the principal question to be resolved is the feasibility of establishing or maintaining a reasonable residential environment. In the Beverley/Dundas/College area it is necessary to sort out the conflicting requirements of existing and future residential uses and the land requirements of the nearby institutional uses.

While it probably will not be possible to resolve all the questions involved in these special areas in the immediate future, these areas can play a strategic role in the general renewal of the central area, and it is therefore important that the required studies be proceeded with expeditiously.

Appendix B

BACKGROUND REPORTS

URBAN RENEWAL STUDY STAFF

Review of Publicly-Owned Housing in Metropolitan Toronto,
December 1964

Review of Relocation in Metropolitan Toronto, July 1965

Urban Renewal and Social Programs, July 1965

Urban Design in Urban Renewal, October 1965

SPECIAL CONSULTANTS

Social Planning Council of Metropolitan Toronto:

Inventory of Social Resources, Part 1-A:
Community Welfare and Health Services, December 1964

Inventory of Social Resources, Part 1-B:
Community Associations, November 1964

Brian J. L. Berry and Robert A. Murdie:
Socio-Economic Correlates of Housing Condition, August 1965

James W. Simmons:
Toronto's Changing Retail Complex, June 1966

Murray V. Jones and Associates:
The Role of Private Enterprise in Urban Renewal, May 1966
(With a financial contribution from the Canadian
Council on Urban and Regional Research)

Appendix C

DESCRIPTION OF FIELD SURVEY

The initial field survey was designed to identify areas of greatest urban renewal need based on conditions of obsolescence and deterioration of structures, and condition of public facilities such as streets and sidewalks. It also attempted, through an evaluation of levels of private property maintenance and evidence of individual willingness to invest substantial time and money in construction and rehabilitation of property, to indicate those areas in which there was a degree of confidence in the future of the area. The level of this confidence is a significant indicator of the need for public renewal action and the type of action required.

Data was gathered on a block basis in the areas identified as having specific problems or deficiencies, utilizing a "Block Survey Form". This form served as a checklist and evaluation sheet, with a portable tape recorder used for noting supplemental impressions. The block data was summarized on an "Area Summary Form". This form also served as a checklist for recorded impressions of areas of lesser urgency which were surveyed on a larger area basis, initially up to single census tracts. The Area Summary Form provided for certain population and housing data to be added later for areas of special concern.

Throughout the field survey, detailed map indications were made of dilapidated and poor residential structures, together with residential structures showing significant recent rehabilitation and new construction. Dilapidated or poor industrial and other non-residential buildings and industrial uses with high nuisance or other blighting characteristics in predominantly residential areas were also indicated.

CRITERIA OF CONDITION

In carrying out the survey, it was necessary to develop criteria and techniques which could be applied on a consistent basis throughout the metropolitan area. Differences between the ages, styles and type of construction throughout the various municipalities made it impractical to adopt the standards of any one municipality for application in others. Factors such as size of structure were generally disregarded unless the unit was so small as to be incapable of being considered as an adequate living unit.

Existing data, other than census materials, was not available on a metropolitan-wide basis. Various municipalities, especially the City of Toronto, have compiled more or less complete inventories of housing quality and condition, but the criteria were not consistent from municipality to municipality and the results not comparable. In addition, there was little information available covering an evaluation of environ-

ment and amenity, or indicating levels of maintenance and other factors necessary in determining renewal needs.

Accordingly, criteria were established which would provide information on structural condition, environment, public/private maintenance, and community trends which could be applied within the context of a windshield survey and which would yield a narrative and graphic description of conditions sufficient to delineate areas requiring more intensive study, and also provide data for more refined graphic and statistical analyses of these defined areas at a later date.

MAPPED DATA

Building condition and land use

Buildings which were judged to be either seriously deteriorated, recently rehabilitated or new, were mapped using a different colour for each category.

Rehabilitation

The criterion for rehabilitation was that at least \$1,000 appeared to have been spent in improving the structure and appearance of the building within the last five years. In some instances, buildings had received considerable renovation without removing one or more obvious structural deficiencies, and in this case the dwelling would be classed as both deteriorated and rehabilitated. In a small number of cases, a rehabilitation rating was given where there was doubt that as much as \$500 had been spent, but in which the appearance of the house had been so markedly improved through extensive cleaning, painting and minor repairs that it exercised a strong positive influence on the whole block.

New construction

Dwellings which appeared to have been built within the last five years were classed as new. Houses which had been extensively rebuilt or to which new wings had been added were classed as rehabilitated.

Deterioration

Houses which fell into the seriously deteriorated category were those in which major structural deficiencies were evident. This included leaning walls, sagging roofs, cracked masonry walls or foundations, bricks which were loose, missing or extensively weathered over a major portion of the exterior, jambs, lintels and sills out of plumb, heavily rotted or missing siding or roofing, or any condition which rendered the building unsafe or markedly impaired its weatherproofing.

Dwellings which did not exhibit major structural faults, but in which the maintenance had been so grossly neglected as to be a substantially blighting influence in a neighbourhood and to cast some doubt on the possibility of economic rehabilitation, were classed as poor. A poor building would be a good structure which lacked a masonry foundation, or a building requiring only extensive painting and possibly a number of non-structural repairs to restore it to good condition. This would include repairs to chimneys, porches and steps, and minor repairs to roofing and siding. Another symbol was used to indicate low initial construction quality such as roll-siding. This was most useful in areas which were vulnerable to blight because of low quality construction rather than age,

and also in older areas where a large number of the houses were built with brick facades and roll-siding on the remaining three walls.

The survey of commercial and industrial buildings used the same basic criterion for "seriously deteriorated" as used for residential buildings, as well as a more exact assessment of commercial vacancies. During the residential building survey, the presence of non-residential uses was noted on maps and in the block summaries. Special map symbols were used to record non-residential uses which were judged to be either blighted or to have a blighting effect on nearby residential premises.

In addition to the above data, the base maps supplied by the local municipalities contained various kinds of information. Where available, maps were secured which contained topographical data, building outlines, property lines, street addresses, building types, and land use. The quality of available maps varied widely, and in a few cases where suitable maps were unobtainable, aerial photographs were used.

BLOCK SURVEY FORMS

Area covered by summary form

Where the survey area was large, the data was organized by census tracts. In the tracts requiring intensive examination, a summary of conditions was made for each city block, but in less intensive study areas, the tract as a whole was summarized. In the case of scattered study areas smaller than a census tract in extent, summaries were made for each part which appeared to be relatively homogeneous.

Type of development

In these summaries, the predominant dwelling type was noted (single family, duplex and semi-detached, row housing, multiple-family over and under six dwelling units per building) along with the most common structural materials (brick, brick & frame and/or roll-siding, frame, stone, other). The degree of building coverage of the lots, and the incidence of mixed uses, was also rated.

Evidence of private maintenance

One section of the summary form collected comparative ratings (high, average, low, none) on items related to the maintenance of buildings and yards.

Structural deterioration, general exterior maintenance and painting, in particular, were rated in this way. Items were also included on fence maintenance, and on the presence and care of lawns, gardens and hedges. The incidence of new construction by type of building use was also summarized on this scale as well as being mapped as described above.

Evidence of obsolescence

Another section of the summary was concerned with evidence of functional obsolescence. Blocks and tracts were rated on the number of houses present which would be considered undesirable because they were too small, and a corresponding rating was made of the presence of houses originally built as a single family houses but which appeared to be too large and expensive to operate for residential use without conversion to multiple occupancy. Also rated was the incidence of small lots and the adequacy of the general street pattern including driveways, alleys and parking facilities. The incidence of vacancy was assessed only to the

extent that this could be determined in a windshield survey as an index of neighbourhood desirability.

Environmental conditions

The final section of the summary dealt with neighbourhood-wide environmental conditions. Under this heading, blocks were rated (again as high, average, low, none) for the incidence of incompatible land uses, traffic and circulation problems, the extent of deterioration of street surfaces, curbs and sidewalks, and the presence or absence of trees.

METROPOLITAN URBAN RENEWAL STUDY

Block Survey Form

Date.....
Area No..... Area Name..... Census Tract..... Block No.....

Predominantly Residential Areas

Predominant type of units: SF..... 2F..... RF..... MF (under..... Apts.....
(6 d.u.'s) (6 plus)

Predominant Structural Type: B B&F and/or RS F ST Other.....

Building Coverage: High..... Ave..... Low.....

Mixed Uses: High..... Ave..... Low.....

Evidence of Private Maintenance

Remarks

	<u>High</u>	<u>Ave.</u>	<u>Low</u>	<u>None</u>	
Extent of deterioration					
Overall exterior maintenance					
Exterior painting					
Fence maintenance					
Lawns & gardens					
New Construction					
SF, 2F, RH, MF, Apt., Comm., Ind.					

Evidence of Obsolescence

Structures obsolete— too small					
Structures obsolete— too large					
Small lots					
Vacant lots					
Inadequate parking					
Obsolete street pattern	Narrow	Small Blocks	Long Blocks	None	
Driveways	Narrow	Unpaved	Not Enough	None	
Alleys	Narrow	Unpaved	Not Enough	None	

<u>Environmental Conditions</u>	<u>High</u>	<u>Ave.</u>	<u>Low</u>	<u>None</u>	
Incompatible land uses					
Traffic & circulation problems					
Trees					
Deterioration— Street surface & curbs					
Deterioration—Sidewalks					

METROPOLITAN RENEWAL STUDY

Area Summary Form

Area No. Area Identification.....

Census Tract No. Block No. of

Predominantly Residential Areas

Building types, structural types and coverage:

Evidence of private maintenance:

Evidence of obsolescence:

Environmental condition:

Predominantly Industrial Areas

Building types, structural types and coverage:

Evidence of private maintenance:

Evidence of obsolescence:

Environmental conditions:

Population and Housing Data

Total population..... No. of families.....

No. of lodgers..... No. of unrelated individuals.....

Average No. of persons per room.....

Average income

General Summary

Locational advantages:

Area stability:

Area identity:

Visual impact:

Preliminary appraisal of area potential:

Preliminary appraisal of treatment required:

Preliminary assignment of area priority:

High Low.....

